

MARSHFIELD HOUSING PARTNERSHIP

TOWN OF MARSHFIELD COMMUNITY HOUSING PLAN

March 15, 2004

Marshfield Housing Partnership

Jill Cowie, Chair
Kathy Sullivan, Vice Chair
William Stanton, Secretary
Robert Carr
Jim Fitzgerald
Jeff Forsythe
Steve Feeney
Edris Kelley
Joe Weinman

Prepared by

Karen Sunnarborg, Housing Consultant

With Technical Support from

Angus G. Jennings, Town Planner
John Clifford, Town Administrator

MARSHFIELD HOUSING PARTNERSHIP

TOWN OF MARSHFIELD COMMUNITY HOUSING PLAN

Table of Contents

	Page
I. Executive Summary	1
A. Introduction	1
B. Goals and Objectives	2
C. Summary of Housing Needs Assessment	3
D. Summary of Planned Production Goals	5
E. Summary of Housing Action Plan	6
1. Planning and Regulatory Reform	6
2. Build Local Capacity	9
3. Housing Production	13
4. Housing Preservation	16
F. Description of Use Restrictions	17
II. Introduction	18
A. Purpose of Project	18
B. The Planning Process	20
C. Housing Goals	21
D. Definition of Affordable Housing	22
E. Brief History of Housing in Marshfield	23
III. Housing Needs Assessment	25
A. Housing Characteristics	28
1. Population and Housing Data	28
2. Housing Market Conditions	32
B. Cost Analysis of Existing Market Conditions	37
C. Affordable Housing Inventory	39
1. Current Inventory	40
2. Proposed Projects	42
D. Gaps Between Existing Needs and Current Supply	44
E. Local Housing Organizations	46
1. Marshfield Housing Authority	46
2. Marshfield Housing Partnership	46
3. Marshfield Community Preservation	46
4. Marshfield Planning Board	47
5. South Shore Habitat for Humanity	47
6. Sowing Seeds	48
7. Marshfield Council on Aging	48
8. South Shore Community Action Council	49

	9. South Shore Housing Development Corp.	49
	10. Road to Responsibility, Inc.	49
	11. Corporation for Independent Living (CIL)	50
IV.	Property Inventory	50
	A. Publicly-owned Properties	50
	B. Private Properties	51
V.	Affordable Housing Planned Production Goals	53
VI.	Housing Action Plan	55
	A. Planning and Regulatory Reform	56
	1. Adopt inclusionary zoning	56
	2. Adopt Housing Guidelines	56
	3. Revise accessory apartment bylaw	57
	4. Revise Age-Restricted Adult Village bylaw	59
	5. Provide tax exemption on year-round rentals	59
	6. Allow development on nonconforming lots	60
	7. Waive application fees	60
	B. Build Local Capacity	61
	1. Conduct educational campaign	61
	2. Secure and maintain EO 418 certification	62
	3. Provide expanded role for MHP	63
	4. Explore new non-profit housing organization	64
	5. Establish affordable housing fund	65
	6. Hire Housing Coordinator	66
	C. Housing Production	67
	1. Make Town-owned land available	67
	2. Convert existing housing to affordability	71
	3. Pursue housing in Town Center/other areas	73
	4. Adapt Amnesty Program for accessory apts.	74
	D. Housing Preservation	76
	1. Monitor expiring-use properties	76
	2. Access housing rehab programs	76
VII.	Description of Use Restrictions	77
ATTACHMENTS		
1.	Map of Existing and Potential Affordable Housing Sites	
2.	Summary of Planned Production Goals	
3.	Summary of Housing Actions	
4.	Draft Housing Guidelines	

TOWN OF MARSHFIELD COMMUNITY HOUSING PLAN

I. Executive Summary

A. Introduction

The Marshfield Housing Partnership's current mission is to "identify the needs of residents for affordable housing and develop strategies that are consistent with other town priorities to meet these needs." To this end the Partnership has been engaged in an affordable housing planning process is to better understand the challenges and opportunities for developing affordable housing in Marshfield and to prepare detailed action plans on how the Town can promote the development and preservation of affordable housing throughout the community to meet identified local needs. The result of this effort is this Community Housing Plan, which is being developed in a context of spiraling housing costs as well as a politically volatile environment related to a surge of recent housing development proposals involving the Chapter 40B comprehensive permit process.

This Community Housing Plan suggests a range of opportunities to meet pressing local housing needs and includes a proactive housing agenda of Town-sponsored initiatives. Due to the rising costs of housing, many residents are finding it increasingly difficult to afford to remain in Marshfield. Children who grew up in the town are now facing the possibility that they may not be able to return to raise their own families locally. Long-term residents, especially the elderly, are finding themselves less able to maintain their homes but unable to find alternative housing that better meets their current life styles. Families are finding it more difficult to "buy up," purchasing larger homes as their families grow. Town employees and employees of local businesses are increasingly hard pressed to find housing that is affordable in Marshfield.

The Plan also incorporates production goals that if met will enable Marshfield to deny comprehensive permit applications. If a municipality has less than 10% of its year-round housing set-aside for low- and moderate-income residents, according to Chapter 40B regulations, it is not meeting the regional and local need for affordable housing. Not meeting this affordability standard makes the town susceptible to a state override of local zoning if a developer chooses to create affordable housing through the Chapter 40B comprehensive permit process.¹ Recent changes to Chapter 40B regulations enable those towns that produce approved housing plans that lead to the planned production of at least the equivalent of .75% of the year-round housing stock in one year or 1.5% over two years to reject comprehensive permit applications, offering these communities considerably more local control over how affordable housing is created.

Based on the Massachusetts Department of Housing and Community Development's most recent data on the Chapter 40B subsidized housing inventory, Marshfield has 9,117 year-round housing units, of which 361 can be counted in the inventory, representing 3.96% of the year-round housing stock. To meet the

¹ Chapter 774 of the Acts of 1969 established the Massachusetts Comprehensive Permit Law (Massachusetts General Laws Chapter 40B) to facilitate the development of affordable housing for low- and moderate-income households (defined as any housing subsidized by the federal or state government under any program to assist in the construction of low- or moderate-income housing for those earning less than 80% of median income) by permitting the state to override local zoning and other restrictions in communities where less than 10% of the year-round housing is subsidized for low- and moderate-income households.

10% standard, at least 912 of the existing units would have to be “affordable” based on the state’s definition requiring at least another 551 more housing units to be converted to affordable units in Marshfield to meet just the 10% goal. Assuming future housing growth, this 10% figure is a moving target and ultimately the required minimum number of year-round units will increase over time. There are currently 200 affordable units proposed through four separate Chapter 40B comprehensive permit applications pending in the court or on appeal at the state and 18 additional affordable units proposed through the Age-Restricted Adult Village Bylaw that would bring the total number of state defined affordable units to 579 or 6.4% of the year-round housing stock taking into consideration 158 new units that have been privately added to the housing stock since the 2000 census count. If these pipeline projects are successfully completed, Marshfield would still require at least another 333 units of affordable housing over and above the 284 units required based on the state projections of population growth by the Executive Office of Environmental Affairs. Therefore, more than 600 units of affordable housing will be required until build-out is obtained, based on current zoning.

B. Goals and Objectives

The following goals, prescribed in the Town’s Community Preservation Plan, represent the building blocks on which the Two-Year and Five-Year Action Plans were developed:

- *To meet local housing needs along the full range of incomes, promoting social and economic diversity and the stability of individuals and families living in Marshfield.* Diversity in a community has been found to contribute to local health and vitality. Certainly the preservation and production of affordable housing is a proven method for promoting diversity, allowing those individuals and families with more limited means to afford to live in town, particularly when the housing market is becoming increasingly oriented to the affluent. Solutions need to be found to enable children who grew up in town to return to raise their own families here, to offer town employees the opportunity to live in the community in which they work, to provide housing alternatives to elderly residents who have spent much of their lives in town but now require alternatives to their large single-family homes, and to offer families the flexibility of moving to larger homes as their families grow.
- *To leverage other public and private resources to the greatest extent possible.* Because Marshfield is a small town that does not receive federal funding for affordable housing on an entitlement basis² and because it does not have large pockets of poverty that make it a target for state funding, the town needs to be creative in how it can leverage both public and private resources to make affordable housing development possible. State agencies recognize the importance of suburban localities doing their fair share in housing lower income households and want to be supportive of affordable housing initiatives. Nevertheless, the town needs to be strategic in how it invests its limited resources, including its Community Preservation Funds, towards the production of new housing opportunities. Substantial amounts of public and private funds will be essential to meet proposed production targets.
- *To insure that new housing creation is harmonious with the existing community.* New affordable housing development should be harmonious with the existing community, becoming an amenity that blends well within the architectural context of Marshfield. Therefore, developments to the greatest extent possible should incorporate a number of characteristics – mixed-income, covering a wide range of income needs; low to medium density, eliminating huge impacts in any one part

² Cities with populations of more than 50,000 receive federal funds, such as the Community Development Block Grant and HOME Program funding, directly from the federal government on a formula basis and are referred to as entitlement communities.

of the community; and should be well designed to make maximum use of any natural attributes of development sites and to comply with the architectural character of the community.

- *To surpass the 10% state standard for affordable housing.* There is currently a 551-unit gap between the state's affordable housing standard (10% of the year-round housing stock that has been subsidized by the federal or state government to benefit those earning up to 80% of median income) and the affordable stock currently in place in Marshfield. Assuming that the new Chapter 40B comprehensive permit projects provide another 200 units of affordable housing (if all four projects are allowed to proceed under the existing unit counts) with 18 additional units proposed through three projects under the new Age-Restricted Adult Village Bylaw, the town of Marshfield will have to produce at least another 333 units to meet its fair share of affordable housing, not considering growth. Population growth with associated increases in the housing stock will shift the number of units needed to meet the 10% goal upward. Based on state projections of build-out, developed in 1999 by the Executive Office of Environmental Affairs in relation to current zoning patterns, at least 600 units of new affordable housing will be required to meet the state's threshold at build-out.

C. Summary of Housing Needs Assessment

This Community Housing Plan includes a Housing Needs Assessment that presents an overview of the current housing situation in the town of Marshfield, providing the context within which a responsive set of strategies can be developed to address housing needs and production goals articulated. Key findings of this Needs Assessment in regard to household characteristics, housing characteristics, and housing affordability in Marshfield are summarized in the following:

Household Characteristics – Increasing Affluence

- The median household income in 1999 was \$66,508, up 36% from the 1989 median income of \$48,986 and well above the median income for Plymouth County of \$55,615.
- Approximately half of the households in Marshfield would qualify for housing assistance based on incomes within 80% of area median income, and about two-thirds have incomes within median income for the Boston area.
- In 2000 the census counted 5.6%, or 497 households, with incomes below \$10,000, while 9.5%, or 845 households, had incomes of more than \$150,000.
- While the numbers of those earning under \$74,999 decreased somewhat between 1990 and 2000, those earning more than \$75,000 more than doubled over the decade, from 22.7% to 42.7%, more than what would be expected under inflation.
- While poverty decreased proportionately from 1989 to 1999 for individuals and seniors, there still remains a population within the town of Marshfield, 1,307 individuals and 254 families, with substantial income limitations who require public assistance to meet their housing needs.
- The population has remained predominantly White with minority representation at 1.7%.
- Those 65 years or older comprised 9.5% of residents in 2000, somewhat lower than the 11.8% for Plymouth County as a whole.
- Those 19 years and younger represented almost 30% of all residents, comparable to the county level of 29.1%.
- Residents in Marshfield tend to be well educated with 94.1% having at least a high school diploma and 35.9% with a college degree or higher.
- There are a number of residents who are disabled, including 451 or 8.4% of the school-age population, 2,366 or 16.1% of those 21 to 64 (731 of whom could not be employed), and 715 or 31% of those 65 years or older.
- There was significant mobility of the town's population as 7,707 persons, or more than one-third of the total population five years of age or older, moved to a different house during the last five

years. It is important to note that housing turnover drives up housing prices in an escalating real estate market, and typically the buyers are more affluent than sellers, fueling demographic changes in the community over time.

Housing Characteristics – High Level of Single-family Owner-Occupancy with a Significant Seasonal and Multi-family Rental Housing Supply

- The 2000 census counted 9,954 total housing units in the town of Marshfield, up 10.8% from 8,881 units in 1990.
- Total growth in the housing stock from 1990 to 2000 was 1,073 units. However, there was a loss of 42 rental units, most likely due to condo conversion.
- The 2000 census counted 10.5% of the housing stock or 1,049 units as vacant, of which 837 or 79.8% involved seasonal, recreational or occasional use. It is interesting to note that the number of units involving seasonal use decreased since 1990 by 208 units suggesting that these units reverted to year-round occupancy.
- The homeowner vacancy rate was 3.1%, down from 4.5% in 1990, while the rental vacancy rate of 7.9% increased slightly from 1990, somewhat higher than expected.
- The town has 8,905 occupied units, of which 7,233, or 81.2%, were owner-occupied with the remaining 1,672, or 18.8%, as rentals, representing a somewhat higher level of owner-occupancy than that for Plymouth County of 75.6%.
- Most of the housing units are in single-family detached structures, 85.3%, higher than the 71.7% level for the county. Another 2.6% of the units are located in single-family, attached dwellings or two-unit structures, and 4.4% in three to nine unit buildings. Notably, 747 units, or 7.5% of the housing stock, are located in larger multi-family structures of 10 or more units, which is 40 units less than what was counted in the 1990 census and higher than the countywide figure of 6.6%.
- More than half of the housing stock, 58.2%, was built prior to 1970 with 1,396 units, or 14.0% of housing units, constructed prior to 1939. These figures are comparable to those for the county as a whole with 59.3% of the units built before 1970.

Housing Affordability – The Prices Keep Soaring

- At least a quarter of Marshfield residents are currently living in housing that is by common definition beyond their means and unaffordable.
- Over the past five years homes in the affordable range, priced at \$200,000 or less, have virtually disappeared with 217 units sold under \$200,000 in 1998 and only 21 in 2002.
- Condominium values have grown robustly over the past five years from an average of \$78,098 in 1998 to \$141,554, up 81%. Despite soaring prices, most of the condos were priced within the means of households earning at or below 80% of area median income.
- The census indicates that the 2000 median house value was \$225,200, up 27.6% from the median of \$176,500 in 1990.
- Data from the June 14, 2003 Multiple Listing Service (MLS) suggests an average single-family sales price for homes sold from January 1, 2002 through June 14, 2003 of \$381,077. This data for 2002 includes a median sales price of \$275,000.
- This MLS data included 21 listings at or below \$200,000, representing about 5% of the sales, with seven of these homes selling at or above \$190,000. It is these homes that would be affordable to households earning at or somewhat below 80% of area median income.
- In regard to single-family homes that are currently on the market, there were 118 listings with an average list price of \$580,719. This average is considerably higher in comparison to the average list price of homes that sold since January 2002 of \$392,111. There were no homes listed for less than \$200,000 in these active listings, the lowest price at \$239,000 for a small two-bedroom house in Brant Rock.

- Condominium prices are much more affordable. Out of 50 listings, the average sales price was \$138,746, affordable to a household earning about \$44,000.
- The 2000 census indicated that the median gross rental was \$767, up 21% from the 1990 median rent of \$634.
- Local realtors suggest a more elevated rental market, with rents ranging from \$900 in many multi-family properties, to \$1,100 to \$1,250 per month at the mid-priced developments, to more than \$1,800 for the market priced units at the higher end developments.
- To afford the median sales price of \$275,000 (based on Banker & Tradesman information for all sales in 2002), a household would have to earn approximately \$72,700, more than the 2000 median income of \$66,508.
- To afford a single-family house based on the average price of \$420,188, for homes that have recently gone under agreement, would require an annual income of \$110,000.
- The borrowing power of the average household, based on the median household income included in the 2000 census of \$66,508, is about \$236,500, increasingly rare sale prices in the town of Marshfield as noted above.³
- The affordability gap is about \$38,500 - the difference between the price of the median priced home and what a median income household can afford. The affordability gap is about \$75,000 if the analysis focuses on those low- and moderate-income households earning at or below 80% of area median income, or \$59,550 for a family of three (the average household size is 2.73), who are unlikely to afford a house costing more than \$200,000. This group is becoming virtually shutout of the private sales market, as there are no listings that are currently affordable at this income level except for condominiums.
- In regard to rentals, the gross median rent of \$767 cited in the 2000 census requires an income of \$30,680, not affordable to approximately 20% of Marshfield residents.
- Local realtors indicate that rents are actually much higher ranging from about \$900 to \$1,800 per month. To afford the rent at the lowest end of this range, \$900, would require an income of \$36,000, suggesting that households earning at 80% of median income could afford to rent in the lower end of the rental market based on realtors' listings, but are unable to afford rents once they rise past approximately \$1,285 per month.
- About two-thirds of extremely low-income renters, earning at or below 30% of area median income, experienced housing affordability problems, and almost half had severe housing affordability problems – paying more than 50% of their income on housing.
- Extremely low income owners were also experiencing significant problems, with 85.6% spending more than 30% of their income on housing and 75.8% spending more than 50%.
- Approximately 40% of renters over the age of 65 encountered affordability problems as well as about one-third of elderly owners 65 years or older.

D. Summary of Affordable Housing Planned Production Goals

As part of its Planned Production Program, Marshfield has projected affordable housing development over the next ten years that will create at least the equivalent of .75% of the year-round housing stock in one year or 1.5% over two years. These production targets are based on the above goals and objectives and the actions that are described in Section VI – the Housing Action Plan. In compiling these projections, Marshfield has made a number of assumptions concerning future development including:

³ Figures based on 95% financing, interest of 6.5%, 30-year term and annual property tax and insurance costs of \$2,100.

- At least fifty percent (50%) of the units that are developed on Town-owned parcels will be affordable to households earning at or below 80% of area median income and at least another 10% affordable to those earning up to 150% of area median income, depending on project feasibility. The rental projects will also target some households earning at or below 60% of area median income.
- Unit projections are responsive to nitrogen sensitive areas that restrict density to no more than four (4) units per acre unless water treatment facilities are built on site, an expensive proposition that restricts the feasibility of smaller sites. In other areas the projected number of units is based on eight (8) units per acre.
- Because many of the properties identified for possible development are privately owned, production will involve projects sponsored by private developers through the standard regulatory process or “friendly” comprehensive permit process. The Town will continue to work with these private developers to fine-tune proposals to maximize their responsiveness to community interests and compliance with Housing Guidelines.
- The projections involve a mix of rental and ownership opportunities, targeting rental development closer to Town commercial centers and homeownership towards the more outlying areas. It is likely that the distribution of rental versus ownership will be fairly evenly split numerically. The Town will work with private developers to promote a diversity of housing types directed to different populations with housing needs including families, seniors and other individuals to offer a wider range of housing options for residents.

The Planned Production Program goals are detailed under Section V. and in a summary table as Attachment 2.

E. Summary of Housing Action Plan

The strategies outlined below are based on the planning studies, the context established by the Housing Needs Assessment, interviews with local planning and real estate professionals, and the experience of other comparable localities on the South Shore and throughout the Commonwealth. The strategies are grouped according to the type of action proposed – Planning and Regulatory Reform, Building Local Capacity, Housing Production, and Housing Preservation – and categorized by Two-Year and Five-Year Action Plans. A summary of these Housing Actions is included in Attachment 3.

1. Planning and Regulatory Reform

Housing production is contingent not only on actual development projects but on the planning and regulatory tools that enable localities to make well informed decisions to strategically invest limited public and private resources on housing creation. To most effectively and efficiently execute the strategies included in this Plan and meet production goals, greater flexibility will be needed in the Town’s Zoning Bylaw, and new tools will be required to capture more affordable units and expeditiously move development forward to completion.

- **Adopt Inclusionary Zoning** *Two-Year Action Plan*
Inclusionary zoning is not currently included in Marshfield’s Zoning Bylaw. This mechanism has been adopted by many communities to insure that any new development project over a certain size would include a set-aside in numbers of affordable units or funding to support the creation of affordable housing. Most municipalities that have inclusionary zoning in place, one-third of the municipalities in the Commonwealth, are reaping the rewards of these actions through the creation of actual affordable units or cash contributions to the locality for investment in affordable housing production.

The Planning Board has created a draft bylaw but has not yet formally submitted it for consideration and vote. The Town Planner should finalize the existing draft and submit it to the Planning Board for vote, and if approved, bring it to Town Meeting for adoption.

- **Adopt Housing Guidelines for Privately Sponsored Affordable Housing**

Development *Two-Year Action Plan*

Housing Guidelines provide an aid to both non-profit and for profit housing developers to help them plan for residential development that will be in line with what the community seeks in affordable housing relating to scale, siting, density, levels of affordability, location and design, making “win/win” outcomes more likely. Through such guidelines the developer “wins” because there is greater predictability in what the Town is willing to approve, and the town “wins” because it gets new affordable units that meet locally established development criteria.

Marshfield’s Zoning Bylaw and land use regulations currently provide little guidance on what the Town seeks in affordable housing besides what is articulated in the recently adopted Age-Restricted Adult Village bylaw (requires a set-aside of 10% of the total project units be developed as affordable for seniors with some relief with respect to density related to type of zoning district). The silence on what the Town wants with respect to affordable housing has no doubt contributed to the often-voiced citizen complaint that the housing being proposed is inappropriate to its location and context in myriad respects, and that Marshfield is acting reactively, rather than pro-actively, to housing development. These Guidelines will contribute to a more open environment where developers who meet these development criteria can approach the Town with the expectation that they will likely be able to pursue their project through a “friendly” Chapter 40B process, working with instead of against the Town on housing creation strategies.

The Marshfield Housing Partnership should revise the draft Housing Guidelines as needed and share them with the Board of Selectmen, the Planning Board, Conservation Commission, Zoning Board of Appeals and other interested boards and committees for their review and comment. The Guidelines can then be finalized and brought before the Planning Board and/or Zoning Board of Appeals for approval.

- **Revise Accessory Apartment Bylaw** *Two-Year Action Plan*

The current Zoning Bylaw allows accessory apartments, however restricts them to existing owner-occupied, single-family residences through Special Permit within the R1, R2, R3, B1 and B2 zoning districts. There are currently about 25 approved accessory apartments.

The Zoning Bylaw defines an accessory apartment as a second dwelling unit located within an owner-occupied, single-family home that is subordinate in size to the principal dwelling unit in a manner that maintains the appearance of the structure as a detached single-family home. Accessory units are helpful in meeting a number of public policy objectives. First, they enable homeowners to capture additional income, which is particularly important for elderly homeowners or single parents where such income may be critical to remaining in their homes. Also, without the flow of income from an accessory apartment, some young families or moderate-income households might not be able to afford homeownership. Second they provide appropriately sized units for growing numbers of smaller households. Third, accessory units are inexpensive ways of increasing the rental housing stock at lower cost than new construction and

without significant impact on the surrounding neighborhood. And the creation of accessory units does not require additional town services such as streets or utilities or involve the loss of open space. Fourth, tenants in accessory apartments can also provide companionship, security and services for the homeowner, from shoveling the sidewalk for an elderly owner, to babysitting for a single parent. Fifth, often referred to as “in-law” apartments, they have offered good opportunities for keeping extended families in closer contact. Sixth, new accessory units typically generate tax revenue in a locality because accessory units add value to existing homes. Seventh, recently the Massachusetts House of Representatives allowed several new types of housing units to count toward a community’s 10% goal including accessory apartments constructed on or after July 1, 2002, pursuant to a local ordinance or bylaw, and “that is affordable to the occupant”. For an accessory apartment to “count” in the community’s Affordable Housing Inventory, Town staff will have to annually certify the affordability of each accessory unit to DHCD.

In order to promote new accessory units the Town should amend its Zoning Bylaw to permit accessory units in newly constructed dwelling units as well as to allow the development of separate buildings on lots over a certain size. There are many variations of accessory apartment bylaws that have been adopted in other communities. The Marshfield Housing Partnership can explore other bylaws and work with the Town Planner and the Planning Board on an amendment that will best meet the needs of Marshfield.

- **Revise Age-Restricted Adult Village Bylaw** *Two-Year Action Plan*

Last year Marshfield amended its Zoning Bylaw and added Section 11.08, the Age-Restricted Adult Village Zoning Bylaw, commonly referred to as the Elderly Housing Bylaw. The intent of the Bylaw is to encourage the development of housing units for those over 55 years of age that incorporate at least 10% of the units as affordable to those earning at or below 80% of area median income, in exchange for some zoning relief in regard to density. The bylaw specifies the maximum number of units per acre by zoning district, the siting of the affordable units, minimum design and construction standards, and the timing of construction for the affordable versus market rate units, fees in lieu of units, marketing and community preference as well as resale restrictions. The Planning Board has been designated as the Special Permit Granting Authority, and the Marshfield Housing Authority has been designated to market the affordable units and insure their affordability over the long-term per the requirements of the deed riders. Thus far the Town has received three applications from developers involving a total of 163 units and including 18 affordable units.

The Town Planner should work with the Marshfield Housing Authority and the Planning Board to determine how the bylaw can be broadened to extend benefits beyond those over 55, to encourage a greater number of affordable units given Town support in securing subsidies, or whether it should be revised into a general inclusionary zoning bylaw or by increasing the required percentage of affordable units.

- **Provide Tax-Exemption on Affordable Year-Round Rental Units** *Five-Year Action Plan*

The Housing Needs Assessment included in this Community Housing Plan indicates a need for more affordable rental housing. Provincetown, recognizing a similar shortage, approved a property tax exemption for affordable year-round rental units. This home rule petition required state approval and was signed by Acting Governor Jane Swift in December 2002. The tax exemption will be made available to owners of housing units

that are rented on a year-round basis to low-income households at rents (including utilities) not exceeding HUD limits and place appropriate affordability restrictions on the property through the Local Initiatives Program (similar to the process used in Barnstable in its Amnesty Program for accessory apartments).

The Marshfield Housing Partnership should explore with local officials the prospects of adapting the Provincetown tax exemption in Marshfield and try to gauge the level of local support. If substantial support for such an action is demonstrated, the Town should take the necessary steps to obtain the required Town Meeting and state approvals and then make the exemption available.

- **Allow Affordable Development on Nonconforming Lots** *Five-Year Action Plan*
There are parcels of land that at this time cannot be developed because they do not meet the dimensional requirements of the Zoning Bylaw such as minimum lot sizes as well as front, rear and side yard requirements. It may be that many of these parcels could in fact be suitably developed as housing. Smaller lots will encourage the construction of smaller homes under appropriate guidelines to provide some housing options that are not currently being created by the private market as starter housing or homes for empty nesters interested in reducing their living space and level of home maintenance.

The Marshfield Housing Partnership might explore what other communities are doing with respect to these undersized lots and work with the Town Planner to prepare a zoning amendment to enable these lots to be developed. One potential model is to allow such lots to be developed by Special Permit or through the Local Initiative Program, restricting the development to affordable units that qualify for inclusion in the town's state-defined Affordable Housing Inventory. This approach would need to ensure that no precedent would be set that could undermine the Town's ability to enforce minimum lot size and frontage requirements elsewhere in the community. No subsidy would likely be necessary for such development, as the lots in question would be unbuildable without such an exemption.

- **Waive Application Fees for Town-Supported Projects** *Two-Year Action Plan*
Many communities are waiving application fees for certain affordable housing developments, either for particular types of projects or on a case-by-case basis. Also, waivers are now a key to gaining funding from potentially supportive funding agencies, which, in some cases, make such waivers a pre-requisite for assistance. All regulatory fees become part of a development budget that affects the affordability of the housing produced. Waiver of regulatory fees is one area that the Town might have some capability to directly affect project costs and affordability. The Town should consider promoting the affordability of housing by lending predictability to that process, making it an institutionalized part of the Town's housing efforts. The Marshfield Housing Partnership should determine what types of projects would qualify for this waiver (e.g., non-profit developers, projects that require housing subsidy funds to be feasible, projects meeting Planned Production requirements) and the projected amount of foregone revenue that would result.

2. **Build Local Capacity to Promote Affordable Housing**

In order to carry out the strategies included in this Community Housing Plan and meet the Planned Production goals, it will be important for the town of Marshfield to build its capacity to promote affordable housing activities. This capacity includes gaining access to greater resources – financial and technical – as well as building local political support,

developing partnerships with public and private developers and lenders, and creating and augmenting local organizations and systems that will support new housing production.

- **Conduct an Educational Campaign for Affordable Housing** *Two-Year Action Plan*
Affordable housing has become a more visible issue in Marshfield, largely as a result of the wave of comprehensive permit projects that have ignited significant local opposition. While many residents are aware of escalating housing prices and some are encountering significant difficulties affording housing in Marshfield, it is likely that most residents have negative stereotypes of what affordable housing is and what it will do to their community. Beyond the public meetings to discuss this Housing Plan, additional opportunities to engage the community in discussions on affordable housing and to present information on the issue are needed to dispel myths and help galvanize local support, political and financial, for new affordable housing production. These outreach efforts are mutually beneficial as they provide useful information to community residents and important feedback to local leaders on local concerns and suggestions.

The Marshfield Housing Partnership in coordination with the Marshfield Housing Authority and proposed non-profit organization can orchestrate a community education campaign on affordable housing. Outreach can initially be directed to local officials and committees and then followed by more formal public efforts directed to the entire community through the local press, media and events. Additional community outreach to various local groups (e.g., churches, PTA's, women's clubs, fraternal organizations, American Legion, realtors, Chamber of Commerce, hospitality organizations, Council on Aging, etc.) can occur through speakers or information meetings, and a newsletter or some progress report can be prepared for general distribution.

- **Secure and Maintain Executive Order 418 Housing Certification** *Two-Year Action Plan and Ongoing*
In 2001 Executive Order 418 was approved by the state to help communities plan for new affordable housing opportunities for individuals and families while balancing activities related to economic development, transportation, infrastructure improvements and open space preservation. In addition to providing communities with technical assistance grants to support the costs of preparing Community Development Plans, the Order prescribed a Housing Certification process, that initially suggested a range of housing-related activities towards which communities must demonstrate significant progress to obtain priority when applying for various state discretionary programs administered by the Executive Office of Transportation and Construction, Executive Office of Environmental Affairs, Department of Housing and Community Development, and the Department of Economic Development. Those communities that secure housing certification will receive a 10% scoring bonus when applying for these grant programs. Additionally, communities that have not attained housing certification are not eligible to receive some discretionary grant funds administered by the four agencies that are non-competitive, not scored, and/or are accepted on a rolling basis. Bottom-line is that communities that do not have housing certification will be significantly disadvantaged when applying for state funding making it more difficult to implement affordable housing plans.

In FY 2004 and beyond, housing certification is achieved if a community has an acceptable housing strategy based on specific EO 418 housing certification requirements and can demonstrate that new units have been created for households and individuals with low, moderate, and middle incomes. Low-income households are defined as those earning at or below 50% of area median income (\$41,350 for a family of four), moderate-

income as those earning more than 50% but no more than 80% of area median income (\$66,150 for a family of four) and middle-income as those earning more than 80% and up to 150% of area median income (\$111,300). Plans must fulfill a number of requirements including quantifiable objectives for producing units by housing type for each of these income groups.

Marshfield sought and received housing certification two years ago when it required state funding assistance for the development of the senior center, but this certification subsequently lapsed. The Town is completing the required documentation including this Housing Plan, to obtain a waiver for FY 2004 for newly created units based on limited new production this year and projected high numbers of new affordable units next year. The Town must demonstrate progress in producing affordable housing over the years to maintain housing certification and remain eligible for state subsidies, which will be essential to meeting planned production goals.

- **Provide an Expanded Role for the Marshfield Housing Partnership** *Two-Year Action Plan*

The Marshfield Housing Partnership's current mission is to "identify the needs of residents for affordable housing and develop strategies that are consistent with other town priorities to meet these needs." In addition to this planning effort, it will be useful to have the Marshfield Housing Partnership responsible for overseeing its implementation. Most communities have identified a local committee or partnership to coordinate the Town's housing activities. These groups are typically the first entry point for developers interested in pursuing new projects to discuss their proposals and receive input. If the Town intends to be more proactive on the issue of affordable housing and successfully meet Planned Production goals that are a key component of this Housing Plan, it will need to have some entity in place to coordinate activities and effectively communicate with other Town boards and committees. The Board of Selectmen should update the mission of the Marshfield Housing Partnership to reflect an expanded role in the oversight of policies, plans and programs related to housing.

- **Explore Establishing a Non-Profit Housing Organization** *Five-Year Action Plan*

It is not necessary, and would in fact be extremely inefficient, for every suburban community to create an organization to undertake the actual development of affordable housing. Housing development, as well as housing management, are highly specialized activities requiring the oversight of skilled professionals who have experience in moving projects through the various stages of development – planning, feasibility analysis, creating the deal and securing financing, construction, and sale or management. There are a number of communities that do have existing non-profit development organizations, but most of these organizations also recognize that the pipeline of possible projects in their own communities is relatively limited over time, and they will have to look beyond their geographic boundaries if they hope to grow and survive. The minimum a non-profit development organization needs to operate is now about \$100,000, requiring a critical mass of resources not readily available in every locality. The South Shore has a non-profit housing developer through South Shore Housing Development Corp. (SSHDC) that has been developing housing in Southeastern Massachusetts for the past 30 years and can serve the needs of a non-profit developer.

Nevertheless, in order to insure that the affordable housing is sensitive to local needs and gains the necessary political support, each community should have at least its own

functioning non-profit entity with tax-exempt status to effectively broker the required resources for the project, serve as articulate advocates for affordable housing, manage the local Housing Fund (see following strategy) and become a partner to the development entity that is selected to produce the housing. Some communities, which have established these entities, are referring to them as housing trusts. These organizations are comprised of local residents who generously volunteer their free time to work on affordable housing policies, programs and projects. Most do not have paid staff.

The Marshfield Housing Partnership should explore what other communities are doing with respect to this issue and secure bylaws from new organizations that have been created. If a decision is reached to proceed with establishing a new non-profit organization, the Partnership should work with the Town Attorney or volunteer attorney to prepare the bylaws, elect officers, file the necessary Articles of Organization at the Secretary of State's Office to form the new corporation and submit the application for 501 (c)(3) tax-exempt status with the IRS.

- **Capitalize Housing Trust Through an Affordable Housing Fund** *Two-Year Action Plan*

Discussions with other communities regarding the success of their affordable housing initiatives indicate that it is often critical to have accessible funds available to respond immediately and effectively to housing opportunities as they arise. Also, many of the state subsidy sources require local matches of funds either through local funds, donation of Town-owned property, or private donations.

In order to receive donations and avoid paying taxes, it is useful for each locality to have a dedicated housing fund that is managed by an entity that has received 501(c)(3) tax exemption. Some towns have established a Housing Trust to manage these funds, such as what is proposed to be explored in the above strategy. Other communities, such as Sandwich, are proposing to have the Town manage a special gift account dedicated to affordable housing.

The Town of Marshfield has already made impressive headway in securing new resources to support affordable housing production through passage of the Community Preservation Act that will enable the town to secure state matching funds to a property tax surcharge for the preservation of open space, historic preservation and affordable housing development. In addition to resources through the Community Preservation Fund, the Age-Restricted Adult Village Bylaw enables applicants to contribute to the Marshfield Housing Trust Fund in lieu of constructing and offering affordable units within the locus of the proposed development or off-site based on \$200,000 per affordable unit. Additionally, inclusionary zoning, if passed, may also provide cash resources for a wider range of possible developments that can help capitalize the Housing Trust if the developer decides to pay cash in lieu of constructing actual affordable units. There are a number of communities that have accumulated considerable cash resources through this strategy.

The Marshfield Housing Partnership should explore a wide range of possible fund raising options. In addition to the resources mentioned above, the Partnership should also consider private sector donations. This process of securing private support not only provides financial benefits to further capitalize the Housing Trust, but also is a vehicle for raising awareness of the affordable housing issue and generating interest and political support for affordable housing initiatives.

- **Hire a Housing Coordinator** *Two-Year Action Plan.*
If the Town of Marshfield wants to assume a more proactive role in promoting affordable housing and effectively implement the range of actions included in this Community Housing Plan, it will have to augment its capacity to coordinate these activities. While most of the strategies that are included in this Plan do not by themselves involve substantial amounts of staff time from the Town Planner or other Town officials, when considered altogether they require a significant time commitment and involve some specialized expertise in housing programs, policy and development. Because the principal responsibilities of the new position will involve the oversight of the Housing Plan and staffing of the Marshfield Housing Partnership, the Housing Coordinator should report to the Town Planner.

The Marshfield Housing Partnership has prepared a draft job description for the Housing Coordinator position and needs to work with the Community Preservation Committee to insure that funds to cover the new position are included in the Committee's proposal for approval at Town Meeting.

3. **Housing Production**

To accomplish the actions included in this Community Housing Plan and meet production goals, it will be essential for the Town of Marshfield to reach out to the development community and sources of public and private financing to secure the necessary technical and financial resources. The development strategies described below rely on joint ventures with developers – for profit and non-profit – to create affordable units. For example, competitive Requests for Proposals (RFP's) are recommended for the selection of developers of Town-owned property, and the redevelopment of the Town Center and conversion of existing multi-family housing into affordable housing also rely on private developers. For profit developers continue to express interest in developing housing in Marshfield, and there are numbers of non-profit organizations that have the capacity to undertake affordable development including South Shore Housing Development Corp., South Shore Habitat for Humanity, and Road to Responsibility as well as other regional special needs development organizations that have successfully completed affordable housing projects throughout the Cape and Boston area.

In addition to the active participation of the development community, it will be important for Marshfield to seek support from state and federal agencies. The production of a substantial number of new affordable units will require subsidies beyond what is available through the Community Preservation Fund. If affordable housing was allocated one-third of the existing CPA funding, it could expect approximately \$360,000 annually including the state match. Beyond the support of the proposed Housing Coordinator, this amount is likely to support the creation of no more than a dozen affordable units per year, whereas the Planned Production goals project the production of about affordable 70 units annually. In addition to the state's Department of Housing and Community Development (DHCD), other state or quasi-public agencies that have resources to support affordable and special needs housing include MassHousing, MassDevelopment, Department of Mental Retardation, Department of Mental Health, Community Economic Development Assistance Corp. (CEDAC), Massachusetts Housing Partnership Fund, and Massachusetts Housing Investment Corporation (MHIC). And because affordable housing is rarely developed without private financing, project developers with support from the Town, will need to reach out to private lenders as well.

- **Make Town-Owned Land Available for Affordable Housing** *Two-Year Action Plan and Ongoing*

The contribution or “bargain sale” of land owned by the Town but not essential for municipal purposes is a substantial component of Planned Production goals and will enable Marshfield to proactively launch its housing efforts. The Marshfield Housing Partnership has identified Town-owned parcels that could potentially be developed as affordable housing and has preliminarily determined – based on site conditions, local needs, location, and other factors – whether the parcel should be designated for rental or ownership, or a combination of both, including other specific project guidelines (see Section IV.A. of this Plan for the list of properties under consideration). Final conveyance of these parcels is subject to a more thorough feasibility analysis of site conditions and Town Meeting approval.

In addition to currently owned Town parcels, the Town of Marshfield anticipates that it will acquire a number of privately owned sites over the next decade for the purposes of protecting open space and developing some amount of housing, including affordable housing, through cluster development on a portion of the sites. Community Preservation Funds would be a good source for such acquisition as the accommodation of both affordable housing and open space would serve two CPA goals.

The Marshfield Housing Partnership should work with other Town officials to conduct a preliminary feasibility analysis on existing Town-owned parcels, including those listed in Section IV.A., or on sites identified at a later time that might potentially include some amount of affordable housing. If this analysis indicates that housing can be accommodated, the Partnership should request approval from the Board of Selectmen and Town Meeting to designate these identified parcels for affordable housing development. It will be necessary to determine to what entity the property will be conveyed, whether the Housing Authority or Local Housing Trust (if established), or at some point directly to the selected developer, whether for profit or non-profit, via a Land Disposition Agreement. Town Meeting will need to declare the property surplus and convey it for purposes of affordable housing to this identified entity, ideally for a nominal amount.

Following the necessary approvals and transfer, the proposed Housing Coordinator should work with the Housing Partnership to prepare a Request for Proposals (RFP) to solicit interest from developers based on the Town’s specific project requirements and select a developer based also on specific criteria included in the RFP. It is likely that the project will require densities or other regulatory relief beyond what is allowed under the existing Zoning Bylaw, and the Housing Partnership may be able to obtain this relief through normal channels, if community support is assured, or use the “friendly” comprehensive permit process through DHCD’s Local Initiatives Program (LIP) or MassHousing’s Housing Starts Program. Additionally, the Partnership will probably need to be involved in pulling together the necessary financial, technical and political support for new development. Subsidies from the Community Preservation Fund are likely to be pivotal to assuring affordability of housing units.

- **Convert Existing Housing Stock to Affordability** *Two-Year Action Plan*

Marshfield has a relatively high level of rental housing, relative to other comparable communities, involving almost 20% of the existing housing stock. Notably 747 units, or 7.5% of the housing stock, are located in larger multi-family structures of ten or more units. Most of these multi-family developments are privately owned and managed, some

showing significant signs of age and deferred maintenance needs. While acquisition prices are high, some of these developments in town might possibly be converted to mixed-income or affordable housing.

Such conversion could occur through two general scenarios: First, through discussions with existing owners, it might be possible to provide sufficient incentives to enable these owners to make the necessary improvements and convert some of the units to affordable. Second, some existing owners may be interested in selling their property, and a non-profit, such as South Shore Housing Development Corp. or other non-profit or for profit developer could purchase and redevelop the property to incorporate affordable units either as rental apartments or condominiums. The Marshfield Housing Authority could also be an important resource for potentially managing properties, the rental subsidies and monitoring affordability restrictions that are guaranteed through affordable rental agreements or deed riders.

The Marshfield Housing Partnership has begun to identify possible multi-family properties that might be targeted for conversion to incorporate some level of long-term affordability as included in the property inventory above in Section IV. Prior to contacting individual owners, the Housing Partnership should try to secure some sense of existing “as-is” market value. This may not be easy to obtain if market comparables are not readily available, but ballpark estimates will help determine a reasonable range for the costs of acquisition. The owners should be contacted regarding the possibility of working with the Housing Partnership to help them refinance their property to improve and incorporate affordability or purchase their property through another development entity. If SSHDC or other developer were interested in this initiative, it would be up to them to proceed with individual negotiations with owners. It would be important for the Partnership to stay involved to provide support, particularly in providing CPA funds and advocating for subsidy funds.

- **Pursue Housing in the Town Center and Other Areas** *Two-Year Action Plan*
Housing in business districts serves several objectives including increasing housing supply, supporting local businesses by increasing the market within walking distance, reducing auto travel for the equivalent number of households, and making business areas livelier and safer over longer periods of time. Much of the focus of the “smart growth” movement has been towards town center redevelopment to promote more efficient land use, compact development patterns, less dependence on the automobile, and a greater range of housing choices within a commercial area. Based on recent Town-sponsored planning sessions on the redevelopment of Marshfield’s Town Center, there appears to be increasing local interest in integrating housing into redevelopment strategies.

The Housing Needs Assessment also demonstrated the need for a wider range of housing options for local residents that included seniors wishing to downsize but with income higher than the thresholds allowed in the town’s Section 202 developments. Seniors are often interested in housing that is closer to transportation, goods and services and are a good market for “in town” housing. Another potential market includes young families and individuals who are priced out of the existing private market and would likely find living in a village setting desirable.

The Marshfield Housing Partnership should continue to advocate for the inclusion of new housing in any redevelopment plans of the Town Center, promoting the incorporation of affordable units. It will be necessary to recognize the importance of providing sufficient

incentives to make such mixed-use, and most likely mixed-income development economically feasible for local businesses and developers to respond. Consequently, density bonuses or zoning amendments that incorporate higher densities will be required. Additionally, other business areas should also be considered for the inclusion of housing including affordable housing.

- **Adapt Amnesty Program for Accessory Apartments** *Two-Year Action Plan*
While Marshfield does allow accessory apartments in existing dwellings through a special permit, it is likely that numbers of illegal accessory units exist that do not meet existing requirements, potentially pose fire hazards and for which the Town is not collecting any additional tax revenue from the increased value that accessory units create.

The Town should consider adopting an amnesty period like the model implemented by the Town of Barnstable, whereby the owners of any illegal accessory units can secure the necessary permits to convert their units to legal use, and the town can incorporate the units into its Affordable Housing Inventory. Owners should be given the option of participating in the Program, therefore incentives need to be offered to encourage owners to enter into a short-term agreement to maintain their accessory unit as affordable, such as property tax relief. The proposed Housing Coordinator and Housing Partnership should adapt Barnstable's Amnesty Program to Marshfield and prepare an implementation plan.

4. **Housing Preservation**

Housing production is critical, but the Town also needs to be concerned that it does not lose units already counted as part of its Affordable Housing Inventory and provides resources to improve the existing housing supply.

- **Monitor Expiring Use Properties** *Two-Year Action Plan and Ongoing*
Based on how housing was financed and how long the affordability requirements were established, the affordable status of some current housing units may be in jeopardy sometime in the future. The current inventory of "expiring use projects" with affordability restrictions that are due within the near future is maintained on CHAPA's web site, and this list is being updated to incorporate additional projects by the Community Economic Development Assistance Corp. (CEDAC). Even if expiring use restrictions allow an owner to convert a property to market rentals, based on a recent court case, the Zoning Board of Appeals of Wellesley vs. Ardmore Apartments, the Town may still have some leverage to enforce affordability given the applicability of certain regulatory or land use controls (e.g., comprehensive permit, 121A tax agreement, ZBA variance). It will be important to monitor those projects included in the town's Affordable Housing Inventory and intervene if necessary to maintain affordability well into the future.

It is important to insure that all affordable housing units that are produced remain a part of the Town's Affordable Housing Inventory, in perpetuity if possible. The Marshfield Housing Partnership working with the proposed Housing Coordinator should closely monitor developments with affordable units, and the Town should intervene if necessary to maintain the units as affordable through the courts or through purchase and refinancing if necessary. New affordable units that come into the Inventory should be designated as affordable for as long a period of time as possible and, in the case of homeownership, with resale restrictions indexed to changes in HUD's area median income as opposed to market value.

- **Access Housing Rehab Programs** *Two-Year Action Plan and Ongoing*
The Council on Aging indicated that they encounter elders who need assistance in addressing deferred home maintenance needs. It is not unusual for elderly homeowners on fixed incomes to have such needs, stretching their limited funds to pay taxes and utilities. Many seniors and others with special needs require adaptations, improvements and repairs to remain in their homes. Marshfield residents might also benefit from technical and financial support in the case of septic failures and Title V compliance issues.

Through the community educational campaign recommended in Section VI.B.1., important information on housing improvement resources could be disseminated, both to real estate professionals, local organizations and community residents.

F. Description of Use Restrictions

The town of Marshfield is committed to maintaining its Affordable Housing Inventory for as long a period as possible. Deed riders or affordable rental restrictions should assure continued affordability in perpetuity to the greatest extent possible. The resale prices included in homeownership projects should be indexed to HUD's area median income as opposed to market value to better assure this affordability over the long-term. The monitoring of the resale restrictions and annual recertification in the case of rental agreements should be the responsibility of the project sponsor who must report annually to the Marshfield Housing Authority, South Shore Housing Development Corp., or other housing organization approved by the Town.

II. Introduction

*“Marshfield is and will continue to be a residential community, that is, our primary purpose as a community within the broader context of our region is to provide a wonderful place for people to grow up, to go to school, to raise families, to recreate and retire. While we have many businesses, and we will continue to encourage their health, those businesses will be primarily oriented toward meeting the needs of the residents of Marshfield, rather than the needs of the broader region. We are not and shall not become a regional shopping, office or manufacturing destination. **We are a community of homes.**”*

This is the Vision Statement that was included in Marshfield’s Comprehensive Plan prepared in December of 1997. It sends a strong message regarding the importance of housing in Marshfield and on maintaining a high quality of life for community residents. The Comprehensive Plan goes on to emphasize the need to protect and enhance the town’s community character. It states that while many residents consider Marshfield a “collection of villages”, without a concerted town-wide effort to manage the details of future development, the town will not achieve its full potential and will miss important opportunities.

This Community Housing Plan starts at this place, acknowledging that town officials and citizens must take a proactive posture in guiding the future of housing in Marshfield. The town has the opportunity to chart its own course with respect to housing in response to a range of identified local needs as opposed to outside development interests. This Community Housing Plan articulates a future course for affordable housing development for Town-approved initiatives that includes housing goals, an assessment of housing needs, community perceptions, and short- and long-term regulatory and development strategies.

A. Purpose of Project

During the late winter and early spring of 2003, the Marshfield Housing Partnership issued a Request for Proposals to solicit responses from consultants to support affordable housing in Marshfield. The entire scope of services included the following:

- Conduct a Housing Inventory,
- Prepare a Housing Needs Report,
- Conduct a Supply and Demand Comparison (Gap Analysis),
- Design Housing Goals and Objectives Statement, and
- Work with Housing Partnership and Town Boards and Committees to develop a plan to provide affordable housing in Marshfield.

In general, the purpose of this affordable housing planning process is to conduct research and outreach to better understand the challenges and opportunities for developing affordable housing in Marshfield and to prepare detailed action plans on how the Town can promote the development and preservation of affordable housing throughout the community to meet local needs.

This Plan is also being developed in a politically volatile context related to recent housing development proposals that have emerged through the Chapter 40B comprehensive permit process. If a municipality has less than 10% of its year-round housing set-aside for low- and moderate-income residents, according to Chapter 40B regulations, it is not meeting the regional and local need for affordable housing. Not meeting this affordability standard makes the town susceptible to a state override of local zoning if a developer chooses to create affordable housing through the Chapter 40B comprehensive permit process.⁴

⁴ Chapter 774 of the Acts of 1969 established the Massachusetts Comprehensive Permit Law (Massachusetts General Laws Chapter 40B) to facilitate the development of affordable housing for low- and moderate-income households (defined as any housing subsidized by the federal or state government

Marshfield is currently confronting four 40B applications involving the proposed construction of 251 new affordable housing units, all of which are now in court or have been appealed to the state's Housing Appeals Committee.

Based on the Massachusetts Department of Housing and Community Development's most recent data on the Chapter 40B subsidized housing inventory, Marshfield has 9,117 year-round housing units, of which 361 can be counted in the inventory, representing 3.96% of the year-round housing stock. The Chapter 40B definition of affordable housing is as follows:

CHAPTER 40B: WHAT IS AFFORDABLE HOUSING?

1. Must be part of a "subsidized" development built by a public agency, non-profit, or limited dividend corporation.
2. At least 25% of the units in the development must be income restricted to households with incomes at or below 80% of area median income and have rents or sales prices restricted to affordable levels. Restrictions must run at least 15 years.
3. Development must be subject to a regulatory agreement and monitored by a public agency or non-profit organization.
4. Project sponsors must meet affirmative marketing requirements.

Source: CHAPA, February 2001

To meet the 10% standard, at least 912 of the existing units would have to be "affordable" based on the state's definition requiring at least another 551 more housing units to be converted to affordable units in Marshfield to meet just the 10% standard. Assuming future housing growth, this 10% figure is a moving target and ultimately the required minimum number of year-round units will increase over time. The Marshfield Community Preservation Plan projects that current comprehensive permit applications will add another 199 affordable units to the Affordable Housing Inventory during the next several years, bringing the total number of units needed to meet the state 10% standard to 560 units or 5.5% of the total year-round housing units in Marshfield. However, there are currently 200 affordable units proposed through four separate Chapter 40B comprehensive permit applications pending in the court or on appeal at the state and 18 additional affordable units proposed through the Age-Restricted Adult Village Bylaw that would bring the total number of state defined affordable units to 579 or 6.4% of the year-round housing stock. Taking into consideration 158 new units that have been privately added to the housing stock since the 2000 census count, another 16 affordable units would be required. If the pipeline projects are successfully completed, Marshfield would still need at least another 333 units of affordable housing over and above the 284 units required based on the state projections of population growth by the

under any program to assist in the construction of low- or moderate-income housing for those earning less than 80% of median income) by permitting the state to override local zoning and other restrictions in communities where less than 10% of the year-round housing is subsidized for low- and moderate-income households.

Executive Office of Environmental Affairs. Therefore, more than 600 units of affordable housing will be required until build-out is obtained, based on current zoning.

This Community Housing Plan suggests a range of opportunities to meet pressing local housing needs and includes a proactive housing agenda of Town-sponsored initiatives. Due to the rising costs of housing, many residents are finding it increasingly difficult to afford to remain in Marshfield. Children who grew up in the town are now facing the possibility that they may not be able to return to raise their own families locally. Long-term residents, especially the elderly, are finding themselves less able to maintain their homes but unable to find alternative housing that better meets their current life styles. Families are finding it more difficult to “buy up,” purchasing larger homes as their families grow. Town employees and employees of local businesses are increasingly hard pressed to find housing that is affordable in Marshfield.

B. The Planning Process

The development of the Community Housing Plan is divided into two major phases. The first phase focuses on the Needs Assessment – the review and assessment of documentation and research already completed as well as the collection of new information to identify local housing needs, to determine what resources are available to meet these needs and to obtain a comprehensive understanding of the remaining gaps in housing services and programs. This information was collected through the following sources:

- Information on the history of housing development in Marshfield;
- Housing data, studies, reports and plans;
- Relevant bylaws, permitting and regulatory procedures;
- Housing market conditions;
- Current housing programs and services;
- Inventories of Town-owned and privately owned vacant land and buildings that might be appropriate for housing development;
- Housing efforts in other communities; and
- Input from government officials, community leaders, real estate and development professionals, state and federal agency representatives, and representatives from other municipalities.

The second major phase provides specifics on how to preserve and create new affordable housing opportunities in Marshfield. Guided by the context established in phase one, Two-Year and Five-Year Action Plans are presented, each including the rationale for the strategy, next steps, the timetable for implementation, the estimated resources required and the projected number of affordable units produced. These strategies provide a blueprint to enable the Town Board of Selectmen, Planning Board, Housing Partnership, Housing Authority and other key committees to chart a course for the future with respect to meeting the 10% state affordable housing standard and pressing local housing needs. In addition to the interviews conducted in phase one to provide input into the development of specific strategies, additional public input was integrated into the planning process with presentations of the Needs Assessment and draft Housing Plan before key local officials and through two public meetings.

C. Housing Goals

The following goals, prescribed in the Town's Community Preservation Plan, represent the building blocks on which the Two-Year and Five-Year Action Plans will be developed:

- *To meet local housing needs along the full range of incomes, promoting social and economic diversity and the stability of individuals and families living in Marshfield.* Diversity in a community has been found to contribute to local health and vitality. Certainly the preservation and production of affordable housing is a proven method for promoting diversity, allowing those individuals and families with more limited means to afford to live in town, particularly when the housing market is becoming increasingly oriented to the affluent. Solutions need to be found to enable children who grew up in town to return to raise their own families here, to offer town employees the opportunity to live in the community in which they work, to provide housing alternatives to elderly residents who have spent much of their lives in town but now require alternatives to their large single-family homes, and to offer families the flexibility of moving to larger homes as their families grow.
- *To leverage other public and private resources to the greatest extent possible.* Because Marshfield is a small town that does not receive federal funding for affordable housing on an entitlement basis⁵ and because it does not have large pockets of poverty that make it a target for state funding, the town needs to be creative in how it can leverage both public and private resources to make affordable housing development possible. State agencies recognize the importance of suburban localities doing their fair share in housing lower income households and want to be supportive of affordable housing initiatives. Nevertheless, the town needs to be strategic in how it invests its limited resources, including its Community Preservation Funds, towards the production of new housing opportunities.
- *To insure that new housing creation is harmonious with the existing community.* New affordable housing development should be harmonious with the existing community, becoming an amenity that blends well within the architectural context of Marshfield. Therefore, developments to the greatest extent possible should incorporate a number of characteristics – mixed-income, covering a wide range of income needs; low to medium density, eliminating huge impacts in any one part of the community; and should be well designed to make maximum use of any natural attributes of development sites and to comply with the architectural character of the community.
- *To surpass the 10% state standard for affordable housing.* There is currently a 551-unit gap between the state's affordable housing standard (10% of the year-round housing stock that has been subsidized by the federal or state government to benefit those earning up to 80% of median income) and the affordable stock currently in place in Marshfield. Assuming that the new Chapter 40B comprehensive permit projects provide another 200 units of affordable housing (if all four projects are allowed to proceed under the existing unit counts) with 18 additional units proposed through three projects under the new Age-Restricted Adult Village Bylaw, the town of Marshfield will have to produce at least another 333 units to meet its fair share of affordable housing, not considering growth. Population growth with associated increases in the housing stock will shift the number of units needed to meet the 10% goal upward. Based on state projections of build-out, developed in 1999 by the Executive Office of Environmental Affairs in relation to current zoning patterns, at least 600 units of new affordable housing will be required to meet the state's threshold at build-out.

⁵ Cities with populations of more than 50,000 receive federal funds, such as the Community Development Block Grant and HOME Program funding, directly from the federal government on a formula basis and are referred to as entitlement communities.

D. Definition of Affordable Housing

There are a number of definitions of affordable housing, as federal and state programs offer various criteria. For example, the federal government identifies units as affordable if gross rent (including costs of utilities borne by the tenant) is no more than 30% of a household's net or adjusted income (with a small deduction per dependent, for child care, extraordinary medical expenses, etc.) or if the carrying costs of purchasing a home (mortgage, property taxes and insurance) is not more than 30% of gross income. If households are paying more than these thresholds, they are described as experiencing housing affordability problems; and if they are paying 50% or more for housing, they have severe housing affordability problems.

Affordable housing is also defined according to percentages of median income for the area, and most housing subsidy programs are targeted to particular income ranges depending upon programmatic goals. Extremely low-income housing is directed to those earning at or below 30% of area median income as defined by the U.S. Department of Housing and Urban Development (\$24,800 for a family of four for the Boston area) and very low-income is defined as households earning less than 50% of area median income (\$41,350 for a family of four). Sometimes 60% of area median income is used for particular low-income programs (\$49,600 for a four person household). Low-income generally refers to the range between 51% and 80% of area median income (\$66,150 for a family of four at the 80% level), and moderate-income from 81% to 100%, and sometimes 110% and 120% of median income (\$82,600, \$90,860 and \$99,200, respectively, based on a family size of four). These income levels are summarized in the table below:

**2003 TARGETED INCOME LEVELS FOR
AFFORDABLE HOUSING IN THE BOSTON AREA**

# Persons in Household	30% of Median Income	50% of Median Income	60% of Median Income	80% of Median Income
1	\$17,350	28,950	34,700	46,300
2	19,850	33,100	39,700	52,950
3	22,350	37,200	44,700	59,550
4	24,800	41,350	49,600	66,150
5	26,800	44,650	53,600	71,450
6	28,800	47,950	57,600	76,750
7	30,750	51,250	61,500	82,050
8+	32,750	54,600	65,500	87,350

2003 Median Household Income for the Boston PMSA = \$82,600

In general, programs that subsidize rental units are targeted to households earning within 60% of median income, \$49,600 for a family of four. However, first-time homebuyer programs typically apply income limits of up to 80% of area median income. The Community Preservation Act allows resources to be directed to those within a somewhat higher income threshold – 100% of area median income. It is worth noting that, according to the 2000 census, at least half of Marshfield's households are likely to be income-eligible for affordable housing using the 80% of area median income level and approximately two-thirds using the 100% of area median income criteria.

In counting a community's progress toward the 10% threshold, the state counts a housing unit as affordable if it is subsidized by state or federal programs that support low- and moderate-income households at or below 80% of area median income under Chapter 774 of the Acts of 1969 established the Massachusetts Comprehensive Permit Law (Massachusetts General Laws Chapter 40B). Additionally, most state-supported housing assistance programs are targeted to households earning at or below 80% of area median income, as well as some at lower income thresholds. Middle-income, as defined under Executive Order 418, is up to 150% of area median income or \$111,300.

E. Brief History of Housing in Marshfield

The area that is now Marshfield had long been home to Native Americans when colonists settled it in 1632. Edward Winslow, a Mayflower passenger, considered to be the town's founder, was granted land at the north end of Plymouth Bay. The Town was incorporated in 1640, and the earliest settlers were comprised predominantly of Separatists and Quakers, most emigrating from Plymouth and Duxbury, some from Scituate. Today's development pattern of separate villages can be traced back to the earliest settlements, with Green Harbor the first village settled followed by Marshfield Neck and Rexhame, which claim two of the oldest surviving homes (Bourne House/1308 Ocean Street and Kennelm Winslow House/123 Winslow Street). Settlement along Parsonage Street, North Marshfield and the Two Mile Village also occurred during this early period. Marshfield Village also became an important settlement area, and among the first residents was Timothy Williamson who conveyed land for the Training Green, a meetinghouse and an animal pond around 1665. He also operated an inn that still remains at 2000 Ocean Street. The White family first settled Marshfield Center around 1650, and a portion of the original homestead may remain in the Peregrine White House/Peregrine White Drive. About this same time the Little family settled in Sea View (referred to as Littletown for many years). During this early settlement period, the economy focused primarily on farming, fishing, timbering and some shipbuilding. Previously established native trails were developed into a local road system by the mid-17th century with the principal route running between Plymouth and Pembroke, now Plain and Webster Streets, and the Green Harbor Path, today known as the Pilgrim Trail, extending from Marshfield to Plymouth.

Growth continued into the next century but at a slow pace. Marshfield Village continued to expand particularly after the construction of the Congregational Church in 1706. Another church, the Second Congregational Church, was built to support the needs of those in Marshfield Hills who had too far to travel, four miles by horse or foot, to the First Congregational Church. With residents divided between churches, town leaders tried to also divide the town into two separate communities but were unsuccessful twice. In fact the first town meetinghouse was built in between the two areas in 1838 but did not ultimately attract nearby development. Brant Rock was settled in the late 17th century. The islands continued to remain as pastureland. Shipbuilding and the introduction of several mills (including gristmills, carding mills, sawmills and shingle mills) with the damming of Two Mile Brook spurred some increased development in the Two Mile Village and North Marshfield.

Population grew at a steady rate into the late 18th and early 19th centuries, rising to 1,565 by 1830. New churches continued to attract population growth such as a Baptist church in the village of Standish and a Methodist Episcopal church north of Marshfield Village. During this period small-scale cotton and woolen manufacturing emerged, largely in Marshfield Village. The shipbuilding industry was at its height on the North River.

Further into the 19th century, the population continued to grow but dipped somewhat by 1870. Marshfield Village served as the town center and a town house, used as the town hall, was erected in 1838. Development at Brant Rock and Ocean Bluff remained scattered, but new hotels were introduced into these areas as well as a few summer homes for lobster fishermen. Green Harbor was still characterized by scattered farmhouses, most notable among these being the home of Daniel Webster who lived in Marshfield from 1832 to 1852. Most of the homes that form the core of Marshfield Hills also date from this period. Farming prospered while shipbuilding declined. Nine sawmills continued to operate and clothing manufacturing became a significant industry.

The late 19th century and early 20th century saw little change in population with the number of year-round residents increasing slightly from 1,659 in 1870 to 1,725 in 1915. During the early part of the 20th century Italian immigrants were hired as farmhands, and a group of people from the Cape Verde Islands worked local cranberry bogs. Churches continued to attract some settlement including the Christian Science Church in Marshfield Hills, the Unitarian Society's Grace Chapel in Green Harbor and the arrival

of eight new Methodist ministers in Marshfield Center who formed the Sea Rivers Association. The coming of the Duxbury & Cohasset Railroad spurred summer settlements along the coast, including the construction of hotels and summer homes in Brant Rock and Ocean Bluff. The Ocean Bluff area rebounded after the Great November Storm of 1898 into a thriving summer resort. The Sea View, Green Harbor and Rexhame communities also enjoyed increasing popularity during this time. Marshfield Hills remained predominantly a farming community, and Marshfield Village emerged as the commercial and municipal focus for the town with the development of several new stores, a hotel, the Marshfield Fairgrounds a bit to the north, and the Ventress Building erected in 1895 as the town hall, library, high school and jail. Also during this time period only limited industrial development occurred but cranberry and strawberry growing emerged as significant businesses with the coming of the railroad. Milling interests continued in the Two Mile area.

An improved road system offered greater access to Boston and generated overall population growth through 1940 despite a small drop-off somewhere between 1915 and 1920. By 1940 the population reached 2,419 increasing substantially after World War II up to 19,450 in 1975. Summer communities continued to grow. In 1929 the Town introduced residential zoning and the creation of separate residential districts. Of particular note was the building of an entertainment complex in Rexhame, known as Fieldston-on-the-Atlantic, which triggered further development of the area. Another notable event occurred in 1941 when a fire destroyed more than 500 buildings in Ocean Bluff. It is also at this time that apartment construction began along Route 139 from the Pembroke line to Fieldston.

New road development in Marshfield increased residential development throughout town, particularly after the new Route 3 was built in 1965. From 1960 to 1970 the population of Marshfield grew from 6,748 to 15,223, a 126% increase. A summary of population growth is included in the following table:

Population Change from 1830 to 2000

Year	Population	# Change	% Change
1830	1,575	-	-
1870	1,659	84	5
1915	1,725	66	4
1930	1,625	-100	-6
1940	2,419	794	49
1950	3,267	848	35
1960	6,748	3,481	107
1970	15,223	8,475	126
1980	20,916	5,693	37
1990	21,531	615	3
2000	24,324	2,793	13

A result of this population surge was the significant apartment development that took place along Ocean Street in the 1970's. The proliferation of relatively high-density multi-family housing has contributed to the negative image that many community residents share on affordable housing in general. These apartments have nevertheless been a source of affordable housing, however most of these units are not currently eligible for inclusion in the town's Affordable Housing Inventory. As indicated in the above table, Marshfield's population continued to increase over the last part of the 20th century, and despite a sluggish period during the recession of the late 80's and early 90's, has grown significantly, putting pressures on town services and infrastructure to keep pace with the accompanying residential development. Marshfield remains a predominantly residential community where residents typically commute to other areas, such as Boston, for work, major shopping and entertainment.

II. Housing Needs Assessment

As housing values soar, it is becoming increasingly difficult for individuals and families to find affordable housing in the private market. And the private market, without subsidies or zoning relief, is neither able nor interested in producing housing that is affordable to low- and moderate-income households. As a result, it becomes necessary to increasingly rely on regulatory relief and housing subsidies in some form to preserve affordable housing and to produce enough housing to meet the pressing affordable housing needs and demands. Escalating market prices for both the purchase and rental of housing have generated concerns that many long-term residents might be experiencing difficulties paying their taxes, maintaining their homes or affording market rentals. Children who grew up in town can no longer find suitable housing in which to raise their families. Town employees are confronted with longer commutes as the increasing affluence of the South Shore squeezes them out of the housing market.

This Housing Needs Assessment presents an overview of the current housing situation in the town of Marshfield, providing the context within which a responsive set of strategies can be developed to address housing needs and production goals articulated. Key findings in regard to household characteristics, housing characteristics, and housing affordability in Marshfield are summarized in the following:

Household Characteristics – Increasing Affluence

- The median household income in 1999 was \$66,508, up 36% from the 1989 median income of \$48,986 and well above the median income for Plymouth County of \$55,615.
- Approximately half of the households in Marshfield would qualify for housing assistance based on incomes within 80% of Boston area median income, and about two-thirds have incomes within median income for the Boston area.
- In 2000 the census counted 5.6%, or 497 households, with incomes below \$10,000, while 9.5%, or 845 households, had incomes of more than \$150,000.
- While the numbers of those earning under \$74,999 decreased somewhat between 1990 and 2000, those earning more than \$75,000 more than doubled over the decade, from 22.7% to 42.7%, more than what would be expected under inflation.
- While poverty decreased proportionately from 1989 to 1999 for individuals and seniors, there still remains a population within the town of Marshfield, 1,307 individuals and 254 families, with substantial income limitations who require public assistance to meet their housing needs.
- The population has remained predominantly White with minority representation at 1.7%.
- Those 65 years or older comprised 9.5% of residents in 2000, somewhat lower than the 11.8% for Plymouth County as a whole.
- Those 19 years and younger represented almost 30% of all residents, comparable to the county level of 29.1%.
- Residents in Marshfield tend to be well educated with 94.1% having at least a high school diploma and 35.9% with a college degree or higher.
- There are a number of residents who are disabled, including 451 or 8.4% of the school-age population, 2,366 or 16.1% of those 21 to 64 (731 of whom could not be employed), and 715 or 31% of those 65 years or older.
- There was significant mobility of the town's population as 7,707 persons, or more than one-third of the total population five years of age or older, moved to a different house during the last five years. It is important to note that housing turnover drives up housing prices in an escalating real estate market, and typically the buyers are more affluent than sellers, fueling demographic changes in the community over time.

Housing Characteristics – High Level of Single-family Owner-Occupancy with a Significant Seasonal and Multi-family Rental Housing Supply

- The 2000 census counted 9,954 total housing units in the town of Marshfield, up 10.8% from 8,881 units in 1990.
- Total growth in the housing stock from 1990 to 2000 was 1,073 units. However, there was a loss of 42 rental units, most likely due to condo conversion.
- The 2000 census counted 10.5% of the housing stock or 1,049 units as vacant, of which 837 or 79.8% involved seasonal, recreational or occasional use. It is interesting to note that the number of units involving seasonal use decreased since 1990 by 208 units suggesting that these units reverted to year-round occupancy.
- The homeowner vacancy rate was 3.1%, down from 4.5% in 1990, while the rental vacancy rate of 7.9% increased slightly from 1990, somewhat higher than expected.
- The town has 8,905 occupied units, of which 7,233, or 81.2%, were owner-occupied with the remaining 1,672, or 18.8%, as rentals, representing a somewhat higher level of owner-occupancy than that for Plymouth County of 75.6%.
- Most of the housing units are in single-family detached structures, 85.3%, higher than the 71.7% level for the county. Another 2.6% of the units are located in single-family, attached dwellings or two-unit structures, and 4.4% in three to nine unit buildings. Notably, 747 units, or 7.5% of the housing stock, are located in larger multi-family structures of 10 or more units, which is 40 units less than what was counted in the 1990 census and higher than the countywide figure of 6.6%.
- More than half of the housing stock, 58.2%, was built prior to 1970 with 1,396 units, or 14.0% of housing units, constructed prior to 1939. These figures are comparable to those for the county as a whole with 59.3% of the units built before 1970.

Housing Affordability – The Prices Keep Soaring

- At least a quarter of Marshfield residents are currently living in housing that is by common definition beyond their means and unaffordable.
- Over the past five years the availability of homes in the affordable range, priced at \$200,000 or less, has virtually disappeared with 217 units sold under \$200,000 in 1998 and only 21 in 2002.
- Condominium values have grown robustly over the past five years from an average of \$78,098 in 1998 to \$141,554, up 81%. Despite soaring prices, most of the condos were priced within the means of households earning at or below 80% of area median income.
- The census indicates that the 2000 median house value was \$225,200, up 27.6% from the median of \$176,500 in 1990.
- Data from the June 14, 2003 Multiple Listing Service (MLS) suggests an average single-family sales price for homes sold from January 1, 2002 through June 14, 2003 of \$381,077. This data for 2002 includes a median sales price of \$275,000.
- This MLS data included 21 listings at or below \$200,000, representing about 5% of the sales, with seven of these homes selling at or above \$190,000. It is these homes that would be affordable to households earning at or somewhat below 80% of area median income.
- In regard to single-family homes that are currently on the market, there were 118 listings with an average list price of \$580,719. This average is considerably higher in comparison to the average list price of homes that sold since January 2002 of \$392,111. There were no homes listed for less than \$200,000 in these active listings, the lowest price at \$239,000 for a small two-bedroom house in Brant Rock.
- Condominium prices are much more affordable. Out of 50 listings, the average sales price was \$138,746, affordable to a household earning about \$44,000.
- The 2000 census indicated that the median gross rental was \$767, up 21% from the 1990 median rent of \$634.

- Local realtors suggest a more elevated rental market, with rents ranging from \$900 in many multi-family properties, to \$1,100 to \$1,250 per month at the mid-priced developments, to more than \$1,800 for the market priced units at the higher end developments.
- To afford the median sales price of \$275,000 (based on Banker & Tradesman information for all sales in 2002), a household would have to earn approximately \$72,700, more than the 2000 median income of \$66,508.
- To afford a single-family house based on the average price of \$420,188, for homes that have recently gone under agreement, would require an annual income of \$110,000.
- The borrowing power of the average household, based on the median household income included in the 2000 census of \$66,508, is about \$236,500, increasingly rare sale prices in the town of Marshfield as noted above.⁶
- The affordability gap is about \$38,500 - the difference between the price of the median priced home and what a median income household can afford. The affordability gap is about \$75,000 if the analysis focuses on those low and moderate-income households earning at or below 80% of area median income, or \$59,550 for a family of three (the average household size is 2.73), who are unlikely to afford a house costing more than \$200,000. This group is becoming virtually shutout of the private sales market, as there are no listings that are currently affordable at this income level except for condominiums.
- In regard to rentals, the gross median rent of \$767 cited in the 2000 census requires an income of \$30,680, not affordable to approximately 20% of Marshfield residents.
- Local realtors indicate that rents are actually much higher ranging from about \$900 to \$1,800 per month. To afford the rent at the lowest end of this range, \$900, would require an income of \$36,000, suggesting that households earning at 80% of median income could afford to rent in the lower end of the rental market based on realtors' listings, but are unable to afford rents once they rise past approximately \$1,285 per month.
- About two-thirds of extremely low-income renters, earning at or below 30% of area median income, experienced housing affordability problems, and almost half had severe housing affordability problems – paying more than 50% of their income on housing.
- Extremely low income owners were also experiencing significant problems, with almost 86% spending more than 30% of their income on housing and approximately 76% spending more than 50%.
- Approximately 40% of renters over the age of 65 encountered affordability problems as well as about one-third of elderly owners 65 years or older.

⁶ Figures based on 95% financing, interest of 6.5%, 30-year term and annual property tax and insurance costs of \$2,100.

A. Housing Characteristics

1. Population and Housing Data

Population, Race and Household Type

The 2000 census data indicates that the town of Marshfield had a total population of 24,324, a 13% increase over the 1990 population of 21,531 and a 11% increase since 1980 when the population was 21,919, a bit higher than the 1990 figure. The population has remained predominantly White. For example, in 2000 the census describes 98.3% of the population, or 23,911 persons, as White with all other races represented at 1.7%. In 1990 the town had the same proportion of minorities, with the total numbers of minorities increasing by 45 persons in proportion to total population growth of approximately 13%.

	Demographic Characteristics 1990-2000			
	1990		2000	
	#	%	#	%
Total Population	21,531	100	24,324	100
Minority Population*	368	1.7	413	1.7
Population Age 65+	1,799	8.4	2,300	9.5
Population 19 & Under	4,078**	18.9	7,148	29.4
Total Number Households	7,530	100.0	8,905	100
Married Couples	4,898	65.0	5,419	60.9
Female Heads of Households	814	10.8	898	10.1
Non-family Households	1,825	24.2	2,305	25.9

Source: 1990 and 2000 U.S. Census Bureau

*All non-White classification ** 1990 data for those 17 years and under.

In regard to those 65 years of age or older, in 2000 there were 2,300 seniors, 9.5% of the population, as compared to 1,799, or 8.4% of the total population, in 1990. In contrast those 19 years or younger comprised almost 30% of the 2000 population or 7,148 persons, indicating likely growth in the number of children and adolescents, up from 18.9% or 4,078 individuals in 1990 despite the exclusion of 18 and 19 year olds in the 1990 figures. The median age was 37.4 in 2000 and 33.3 years in 1990. Non-family households increased by 480 households and married couples by 522, but proportionately the non-family households were fairly consistent between decades compared to married couples that decreased proportionately from 65.0% to 60.9% from 1990 to 2000. The number of female-headed households increased from 1990 to 2000 but decreased somewhat proportionately.

Income Distribution

The median household income in 1999 was \$66,508, up 36% from the 1989 median income of \$48,986 and well above the median income for Plymouth County of \$55,615. Of the 8,905 total households in 1999, 497 or 5.6% had incomes below \$10,000 while 9.5% had incomes of more than \$150,000. More than 21% of the households were earning between \$50,000 and \$74,999. Those earning \$75,000 or more included 42.7% of the households, up significantly from 22.7% in 1990. A comparison of 1989 and 1999 income figures is presented in the following table:

**Income Distribution by Household
1989-1999**

	1989		1999	
	#	%	#	%
Under \$10,000	501	6.7	497	5.6
10,000-24,999	1,049	13.9	1,032	10.4
25,000-34,999	964	12.8	596	6.7
35,000-49,999	1,352	17.9	1,201	13.5
50,000-74,999	1,951	25.8	1,881	21.1
Over 75,000	1,713	22.7	3,801	42.7
Median income	\$48,986		\$66,508	

Source: 1990 and 2000 U.S. Census Bureau

This table clearly demonstrates the increasing affluence of the community, with decreases in the numbers of households in all of the income ranges except the top range of those earning \$75,000 or more. While the numbers of those earning under \$74,999 decreased somewhat between 1989 and 1999, those earning more than \$75,000 more than doubled over the decade, more than what would be expected under inflation. This is also indicated in the 36% increase in median income over the decade. The income distribution for those households that include children – families – is somewhat higher with a median family income of \$76,541 with 3,411 families, more than half, earning more than \$75,000, including 12.1% who earn more than \$150,000.

Additional household income data by range of income and type of residency is also provided by the 2000 census. These figures demonstrate the substantial cost burdens that lower income households suffer. The majority of renters and owners earning below 50% of median family income are paying too much for housing, more than 30% of income, or are living in overcrowded conditions. More than 40% of all renters experienced housing problems and about one-quarter of owners.

**Income Distribution Based on Median Family Income
By Household and Type of Residency/% with Housing Problems
2000**

Income Range	Renters	Owners	Total
0-30% of MFI	445/68.5	368/85.6	813
31-50% of MFI	310/67.1	439/51.7	749
51-80% of MFI	220/35.5	729/57.8	949
More than 80% of MFI	638/12.1	5,569/14.0	6,207
Total*	1,613/41.4	7,105/24.6	8,718

Source: U.S. Census Bureau

* Includes column totals/projected totals for all renters, owners and households.

Poverty

The absolute numbers of those with incomes below the poverty level (\$8,980 for an individual and \$18,400 for a family of four in 2003) increased from 1989 to 1999 with the exception of seniors. However, because the population also grew, the proportion of those in poverty is a bit less in 1999 than it was in 1989 for individuals and seniors, but not for married couples and female headed households. While poverty has decreased proportionately in some cases, this data indicates that there still remains a

population within the town of Marshfield, more than 1,300 in 1999, with substantial income limitations who require public assistance to meet their housing needs. The following table presents this data.

Poverty Status 1989-1999				
	1989		1999	
	#	%	#	%
Individuals Below Poverty	783	3.6*	1,307	5.4*
Married Couple Families	74	1.0**	254	3.8**
Female-headed Households	75	9.2***	122	12.9***
Individuals 65 and Over	150	8.3****	110	4.8****

Source: 1990 and 2000 U.S. Census Bureau

*Percentage of total population

**Percentage of all households

*** Percentage of all female-headed households

****Percentage of all individuals age 65+

Education

In 2000, 94.1% of those 25 years and older had a high school diploma or higher and 35.9% had a college degree or higher, up a bit from the 1990 figure of 33% and greater than the 27.8% level for the county. Those enrolled in school (nursery through graduate school) totaled 6,595 or 27% of the population and those enrolled in nursery school through high school totaled 5,380, almost 82% of the school age population and 22% of the total population. Countywide the school age population was 27% of the total population, somewhat higher than the Marshfield level.

Disability Status

Of the 2000 population age 5 to 20 years old, 451 or 8.4% had some disability, and of the population age 21 to 64, 2,366 or 16.1% claimed a disability, but 69.1% of this group was employed. In regard to the population 65 years of age or older, 715 or 31% claimed some type of disability.

Residency in 1995

In regard to persons who had moved to a different house during the last five years -- involving 7,707 persons or more than one-third of the total population five years of age or older -- 19.4% came from the same county, 15.0% came from a different county, 10.2% came from the same state and 4.7% came from a different state, representing significant mobility of the town's population. It is important to note that housing turnover drives up housing prices in an escalating real estate market, and typically the buyers are more affluent than sellers, fueling demographic changes in the community over time.

Housing Characteristics

The 2000 census counted 9,954 total housing units in the town of Marshfield, up 12% from 8,877 units in 1990. Out of almost 10,000 total housing units, Marshfield has 8,905 occupied units, of which 7,233, or 81.2%, were owner-occupied while the remaining 1,672, or 18.8%, were rental units. These figures represent a somewhat higher level of owner-occupancy than that for Plymouth County of 75.6%. Total growth in the housing stock from 1990 to 2000 was 1,073 units, however, there was a loss of 42 rental units, most likely due to condo conversion. The 2000 census counted 10.5% of the housing stock, or 1,049 units, as vacant, of which 837, or 79.8%, involved seasonable, recreational or occasional use. It is interesting to note that the number of units involving seasonal use has decreased since 1990 by 208 units

suggesting that these units have reverted to year-round occupancy. The homeowner vacancy rate was 3.1%, down from 4.5% in 1990, while the rental vacancy rate of 7.9% increased slightly from 1990. It is surprising this rental vacancy rate is higher than 5% given tight market conditions. This may be a sign that a portion of the year-round rentals are in need of repair and take longer to rehab and/or become occupied. The following table includes a summary of these housing characteristics.

Housing Characteristics 1990-2000				
	1990		2000	
	#	%	#	%
Total # Housing Units	8,881	100.0	9,954	100.0
Occupied Units	7,577	85.3*	8,905	89.5*
Occupied Owner Units	5,863	77.4**	7,233	81.2**
Occupied Rental Units	1,714	22.6**	1,672	18.8**
Owner Vacancy Rate	59	4.5***	33	3.1***
Rental Vacancy Rate	98	7.5***	83	7.9***
Seasonal, Recreational or Occasional Use	1,045	80.1***	837	79.8***

Source: 1990 and 2000 U.S. Census Bureau

* Percentage of total housing units

** Percentage of occupied housing units

*** Percentage of vacant units totaling 1,304 units in 1990 and 1,049 units in 2000

Most of the housing units are in single-family detached structures, 85.3%, higher than the 71.7% level for the county. Another 2.6% of the units are located in single-family attached dwellings or two-unit structures and 4.4% in three- to nine-unit buildings. Notably 747 units, or 7.5% of the housing stock, are located in larger multi-family structures of 10 or more units, which is 40 units less than what was counted in the 1990 census and higher than the countywide figure of 6.6%. There were also 12 mobile homes, down from the 94 recorded in the 1990 census.

More than half of the housing stock, 58.2%, was built prior to 1970 with 1,396 units or 14.0% of housing units constructed prior to 1939. These figures are comparable to those for the county as a whole with 59.3% of the units built before 1970, however the level of development prior to 1939 is significantly higher for the county at 25.2%. From 1990 to 2000, 1,073 new units were created translating into 10.8% of the total housing stock. The median number of rooms per housing unit was 6.3 indicating that the average home had two to three bedrooms. About half of the structures, 51.9%, had between five to seven rooms, with 8.4% having three rooms or less and 11.5% with nine rooms or more. Of the 8,905 occupied housing units, 56% of the occupants moved into their units since 1990 indicating significant mobility in the housing market. Almost 70% of the households had two or three vehicles representing significant parking needs. The 2000 census also counted 62.8% of the housing units using gas and 27% using oil. Approximately 15 housing units lacked complete plumbing facilities and/or kitchen facilities.

Building Permit Data 1985-2003

Year	# New Dwellings	#Additions/ Alterations	* #Demos/ Reconstruct	# Housing Authority	# Total Permits **
1985	94	354		0	662
1986	125	455	3	0	807
1987	169	423	6	0	878
1988	86	375	2	4	748
1989	63	365	2	0	659
1990	61	353	9	1	681
1991	49	395	4	4	675
1992	84	458	26	0	972
1993	130	317	9	0	761
1994	131	315	1	0	830
1995	90	277	1	0	719
1996	83	394	9	1	799
1997	135	375	3	3	926
1998	81	431	10	2	941
1999	86	438	9	5	987
2000	67	433	10	0	986
2001	34	423	7	1	993
2002	35	500	12	0	987
2003 6/03	22	252	8	0	252
Total	1,625	7,323	131	21	15,263

Source: Marshfield Building Department

* Units demolished and replaced with reconstructed building (not all are likely to be residential)

** Includes all types of building permits

The building permit data summarized above indicates a drop-off in the production of new housing units during the economic slump of the late 1980's and early 1990's as well as over the past couple of years. On the other hand activity related to new housing additions and alterations has remained vibrant, with a high of 500 permits issued last year. While the information on structures that have been demolished and then replaced on site does not specify residential versus the commercial uses, the Building Department indicates that the tearing down of smaller houses and replacement with larger homes, what are commonly referred to as "tear downs", has become more apparent during the last several years, particularly in the beach areas. Total new investment in the community, as evidenced by the whole range of permits issued, also points to a decrease during the late 80's and early 90's and a significant rebound during the late 90's to present.

2. Housing Market Conditions

Ownership

Census data also provides information on housing values for homeownership and rental. The census indicates that the 2000 median house value was \$225,200, up 27.6% from the median in 1990 of \$176,500. In 2000, only 1.8% of the housing stock was valued at less than \$100,000 while 25.1%, or 1,690 units, were assessed for more than \$300,000. There were 2,615 units or 38.9% of the housing stock valued between \$100,000 and \$199,999 that includes the bulk of the more affordable housing stock.⁷ Housing values are summarized in the following table:

⁷ Census housing values are derived from Assessor's data.

2000 Housing Values

Value	Number of Units	% of Units
Less than \$50,000	24	0.4
\$50,000 to \$99,999	91	1.4
\$100,000 to \$149,999	929	13.8
\$150,000 to \$199,999	1,686	25.1
\$200,000 to \$299,999	2,303	34.3
\$300,000 to \$499,999	1,348	20.1
\$500,000 to \$999,999	328	4.9
\$1,000,000 or more	14	0.2
Median (dollars)	\$225,200	-

Source: 2000 U.S. Census Bureau

Market data from Banker & Tradesman⁸ for the last decade is summarized in the following table:

Median Sales Prices 1988 - 2003

Year	Months	Single-family	Condo	All Sales	# Sales
2003	Jan – April	\$289,000	\$127,500	\$269,950	128
2002	Jan – Dec	300,000	114, 950	275,000	616
2001	Jan – Dec	263,000	95,000	230,000	536
2000	Jan – Dec	223,000	77,000	195,000	633
1999	Jan – Dec	196,000	54,300	180,000	684
1998	Jan – Dec	169,000	64,000	165,000	709
1997	Jan – Dec	151,000	44,250	139,900	719
1996	Jan – Dec	150,000	43,000	134,000	568
1995	Jan – Dec	140,500	38,000	124,900	569
1994	Jan – Dec	135,000	30,500	120,000	634
1993	Jan – Dec	138,450	40,000	126,000	623
1992	Jan – Dec	130,000	69,000	115,000	536
1991	Jan – Dec	138,200	52,500	129,000	368
1990	Jan – Dec	152,000	55,200	141,160	371
1989	Jan – Dec	157,500	75,250	149,000	482
1988	Jan – Dec	154,000	83,000	147,500	613

Source: Banker & Tradesman, The Warren Group.

This data is derived from Multiple Listing Service information on actual sales, ranging from a low of 371 sales in 1990 (219 sales of single-family homes, 8 condominiums, 144 other sales) to a high of 719 sales in 1997 (423 single-family homes, 48 condos and 248 other sales). Last year there were 616 total sales (419 single-family homes, 62 condos and 135 other sales) with only 128 sales as of the end of April 2003 (81 single-family homes, 17 condos and 30 other sales).

After a decline in market prices between 1989 and into the early 1990's, due largely to the economic slump, the market began to revive in 1993 but did not surpass the 1989 high until 1998, almost a decade later. Since then the market has escalated precipitously, up 67% from \$165,000 in 1998 to \$275,000 by the end of 2002. While the figures for 2003 are slightly less than those for 2002, there is no indication that final 2003 prices will not at least be comparable to last year's. It is also interesting to note the fluctuations of the condominium market follow the general trends for all sales but with more extreme variations in prices. Nevertheless, the condo market remains on average fairly affordable.

⁸ Town Stats, Banker & Tradesman, The Warren Group, May 27, 2003.

Another analysis of housing market data is presented in the following two tables, which demonstrate the escalation of housing market prices based on sales data over the past five years from the Multiple Listing Service for single-family homes and condominiums:

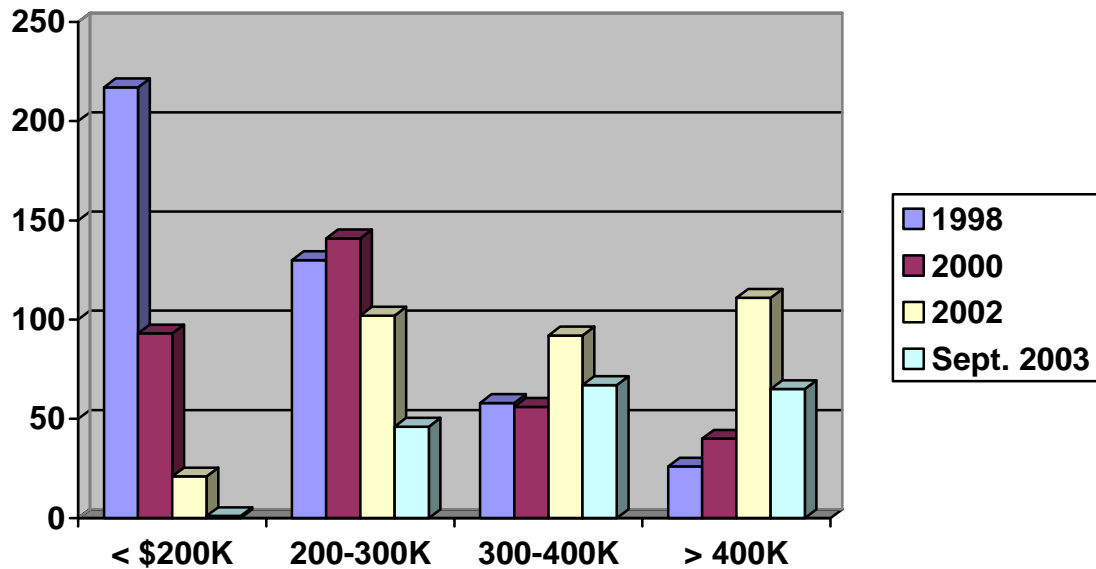
**History of Sales by Price
1998-9/19/03
Single-family Sales**

Sales Price	1998	1999	2000	2001	2002	As of 9/19/03
Under \$100K	19	10	2	0	1	0
100-200K	198	166	91	31	20	1
200-300K	130	143	141	115	102	46
300-400K	58	51	56	57	92	67
400-500K	20	23	24	37	47	30
500-600K	3	9	10	20	33	15
600-700K	1	0	5	6	12	6
700-800K	1	1	0	5	9	7
800-900K	0	0	0	2	5	6
900-1,000,000	0	1	0	3	2	0
Over 1,000,000	1	3	1	0	3	1
TOTAL	431	407	330	276	326	178
Average List Price	235,027	255,177	275,230	349,877	393,999	414,939
Average Sales Price	222,413	245,903	268,101	339,222	383,124	404,901
Average Days on Market	84	82	75	60	63	66

Source: Multiple Listing Service

What stands out so clearly in the above table are the rapidly declining numbers of sales in the “affordable” range of \$200,000 or less and the steep increases in the numbers of sales in the higher price ranges. Over the past five years there has been a virtual drain on the availability of homes in the affordable range, priced at \$200,000 or less, with 217 units sold under \$200,000 in 1998 and only 21 in 2002. On the other hand, in 1998 there were six sales of more than \$500,000 and in 2002 there were 64 such sales, a dramatic increase. Even sales just beyond the more affordable range of between \$200,000 and \$300,00 declined significantly – 40% -- from 143 sales in 1999 to 102 in 2002. Almost three-quarters into 2003, and only 46 sales were recorded within this price range. Additionally, total numbers of sales have declined over the past five years from 431 in 1998 to 326 in 2002, and it looks like the 2003 numbers will be down even further. Another trend that is demonstrated in the table is the increase in average list and sales prices over the past five years, with sales prices almost doubling from \$222,413 to \$404,901, an 82% increase. Also, while there may be fewer homes coming onto the market annually, the amount of time the homes are on the market has decreased substantially, from 84 days in 1998 to 66 through September 19th of 2003. This information is also demonstrated dramatically in the chart below.

Numbers of Houses Sold vs. Sales Price



The escalating value of condominiums over the past five years is clearly demonstrated in the following table:

History of Sales by Price 1998-9/19/03

Condominium Sales

Sales Price	1998	1999	2000	2001	2002	As of 9/19/03
Under \$100K	30	43	46	24	6	1
100-200K	9	9	16	19	27	28
200-300K	1	0	0	2	5	4
300-400K	0	0	1	0	0	0
TOTAL	40	52	63	45	38	33
Average List Price	82,337	74,769	97,588	112,644	138,131	146,027
Average Sales Price	78,098	71,533	94,672	112,680	136,560	141,554
Average Days on Market	98	61	46	45	27	43

Source: Multiple Listing Service

While the sales prices of condominiums are significantly more affordable than single-family homes, in fact almost one-third the average cost, their values have nevertheless grown robustly since 1998 from \$78,098 to \$141,554, up 81%. It should also be noted that the numbers of condo sales in the higher price ranges increased significantly with only one unit sold above \$200,000 in 1998 to five such units in 2002 and another four through September of 2003. And as was the case with single-family homes sales, the average time on the market has decreased over the past five years from 98 days to 43 days. Despite escalating prices, it is important to note that most of the condominiums that were sold over the last five

years were priced within the means of those households earning at or below 80% of area median income and represent opportunities within the town's homeownership market for starter households or first-time homebuyers as well as seniors looking to downsize.

Information about average sales prices from local realtors from January 1, 2002 through June 14, 2003 – approximately a year and a half – presents additional information on housing values. This data from the June 14, 2003 Multiple Listing Service suggests an average single-family sales price for homes that have sold from January 1, 2002 through June 14th of \$381,077. The listing included 412 sales ranging from a low of \$75,000 for a small home in the Silver Pines area to a high of \$1,475,000 on Spring Street in North Marshfield. There were 21 listings at or below \$200,000, representing about 5% of the sales, with 7 of these homes selling at or above \$190,000. It is these homes that would be affordable to households earning at or somewhat below 80% of area median income.

There were an additional 59 single-family homes under agreement as of mid-June, with an average price of \$420,188, affordable to a household earning at least \$110,000 annually. The prices ranged from a two-bedroom bungalow without a garage, listed at \$165,000, on Ocean Street; to a 12-room Colonial with four-bedrooms, four full baths, a half bath, and a three-car garage in Marshfield Hills listed at \$895,000. There were only two houses under agreement at less than \$200,000. Another ten single-family homes had recently had offers accepted, ranging from \$229,900 to \$899,900, with an average price of \$484,130.

In regard to single-family homes that were on the market, there were 118 listings with an average list price of \$580,719. This average is considerably higher in comparison to the average list price of homes that sold since January 2002 of \$392,111. There were no homes listed for less than \$200,000 in these active listings, the lowest price at \$239,000 for a small two-bedroom house in Brant Rock.

A local realtor indicated that three-bedroom homes on the water are getting approximately \$575,000, \$450,000 for houses close to the water. Smaller cottages on the waterfront are selling for \$375,000. Further inland, smaller homes are being sold for \$250,000 to \$275,000 while the average house price in the Marshfield Hills is now up to \$450,000. Several of the newer subdivisions in Marshfield Hills are commanding unprecedented prices with some large homes selling for over a \$1 million. For example, houses in the Woodland Hills development are going for prices in the high 600's and homes in the Hampstead subdivision are selling from \$600,000 to \$800,000. Prices in the Arrowhead development are also very high, ranging from almost \$600,000 for older homes to \$1.2 million.

Condominium prices are much more affordable. Out of 50 listings, the average sales price was \$138,746, affordable to a household earning about \$44,000. The prices ranged from \$60,000 on School Street to \$220,000 on Old Colony Lane. All but eight of the sales would have likely been affordable to a household earning 80% of area median income. A local realtor suggested that the town does not have a high-end condominium development like those in nearby communities, such as the Village at Duxbury, and small condo units of between 600 to 700 square feet are fetching \$150,000 to \$175,000 at present.

There were only two multi-family properties included in this market data. A property on Sea Street sold for \$395,000 in May of 2002, but it was listed for less at \$389,900. There was only one active listing priced at \$499,900 on Cove Street along Bluefish Cove.

Rentals

The 2000 census indicated that the median gross rental was \$767, up 21% from the 1990 median rent of \$634. The median rents are likely to be skewed to the low end of the market range as the census includes subsidized rents in addition to market rentals. Of the 1,667 rental units analyzed, 314 units, or 18.8%, had gross rents of less than \$500, documenting the existence of some affordable rental opportunities in town. At the other end of the range, 18%, or 300 units, were rented at more than \$1,000 per month. Ninety-four units were reported as having no cash rent.

Local realtors suggest a more elevated rental market, with rents ranging from \$900 in a number of multi-family properties that need some upgrading to more than \$1,800 for higher end apartments such as the market priced units at Mariners Hill, a state-subsidized housing development built under Chapter 40B. The majority of rentals are within the \$1,200 to \$1,400 price range. In regard to seasonal rentals, \$850 per week would be at the low end of the market with higher end waterfront properties commanding well over \$2,000 per week.

B. Cost Analysis of Existing Market Conditions

As housing prices escalate, the affordability gap widens, defined as the gap between the cost of housing and the proportion of income that is reasonable to pay for housing, typically defined as 30% of gross income. To afford the median sales price of \$275,000 (based on Banker & Tradesman information for all sales in 2002), a household would have to earn approximately \$72,700, more than the 2000 median income of \$66,508. To afford a single-family house based on the average price of \$420,188, for homes that have recently gone under agreement, would require an annual income of \$110,000.

The borrowing power of the average household, based on the median household income included in the 2000 census of \$66,508, is about \$236,500, increasingly rare in the town of Marshfield as noted above.⁹ The affordability gap is then about \$38,500 - the difference between the price of the median priced home and what a median income household can afford. The affordability gap is \$75,000 if the analysis focuses on those low- and moderate-income households earning at or below 80% of area median income, or \$59,550 for a family of three (the average household size is 2.73), who are unlikely to afford a house costing more than \$200,000. This group is becoming virtually shutout of the private sales market, as there are no listings that are currently affordable at this income level except for condominiums.

The following table presents a range of homes that sold during 2003 from a small bungalow near the beach to larger more expensive homes that are priced well beyond the means of most existing year-round Marshfield residents.

⁹ Figures based on 95% financing, interest of 6.5%, 30-year term and annual property tax and insurance costs of \$2,100.

Affordability of Existing Housing Prices

House Type	Price	Annual Income Required ¹⁰
Bungalow with 2 bedrooms, 1 bath, and without a garage located on Ocean Street	\$165,000	\$46,500
Raised ranch with 3 bedrooms, 1 bath, and without a garage located on Chandler Drive	\$262,500	\$73,700
Ranch with 2 bedrooms, 1 bath, and without a garage located in the Ocean Bluff neighborhood within walking distance to the beach	\$305,000	\$85,900
Colonial with 4 bedrooms, 2 ½ baths, and 2-car garage located in Holly Hill area	\$463,000	\$130,600
Colonial with 4 bedrooms, 4 1/2 baths, and 3-car garage located in the Arrowhead subdivision	\$895,000	\$252,000

Source: Multiple Listing Service, June 14, 2003

In regard to rentals, the gross median rent of \$767 requires an income of \$30,680, not affordable to approximately 20% of Marshfield residents. Local realtors indicate, however, that rents are actually much higher ranging from about \$900 to \$1,800 per month and averaging in the \$1,200 to \$1,400 price range. To afford the rent at the lowest end of this range, \$900, would require an income of \$36,000, suggesting that households earning at 80% of median income could afford to rent in the lower end of the rental market based on realtors' listings, but are unable to afford rents once they rise past approximately \$1,285 per month. Because there is such high demand for seasonal rentals, it is becoming increasingly difficult for individuals and families to secure year-round rental housing much less affordable permanent rental housing.

While current housing market data tells us that the majority of town residents cannot afford the median sales price of \$275,000 and only about one-quarter of town residents can afford rents at the lower end of the price range (\$900 per month), it is also useful to identify numbers of residents who are currently living beyond their means due to their current housing costs. The 2000 census provides data on how much households spend on housing whether for ownership or rental. Such information is helpful in assessing how many households are overspending on housing or encountering housing affordability problems, defined as spending more than 30% of their income on housing. Based on 1999 data, the census indicated that 7.3% of the homeowners in Marshfield are spending 30% to 34% of their income on housing with another 17.6% spending more than 35% of their income on housing expenses. In regard to renters, 8.8% of renters paid 30% to 34% on housing with an additional 33.2% of renting households allocating 35% or more for housing. This data suggests that at least a quarter of Marshfield residents are currently living in housing that is by common definition beyond their means and unaffordable.

The census provides additional data on cost burdens; however, the figures have not yet been updated and are still based on 1990 data. This data indicates that of all households, 30% had some housing cost problems. Further breakdowns of this data indicate that about two-thirds of very low income renters,

¹⁰ Based on 95% financing, 6.5% interest, 30-year term, and projected tax and insurance costs.

earning at or below 30% of area median income, experienced housing affordability problems, and almost half had severe housing affordability problems – paying more than 50% of their income on housing. Similarly, very low income owners were also experiencing significant problems, with 71% spending more than 30% on housing and 49% spending more than 50%. As incomes rise, the renters increasingly experienced cost burdens and the burdens for owners decreased somewhat. However, even those earning between 80% and 95% of area median income encountered significant cost burdens, with more than half of both renters and owners with some problems, 4% to 9% with severe problems. It is also interesting to note that 55% of renters who are seniors encountered affordability problems as well as 26% of elderly owners.

C. Affordable Housing Inventory

There are 361 affordable housing units in the current state-approved Affordable Housing Inventory, 3.96% of the total year-round housing stock in Marshfield. There are potentially another 218 new affordable units in the pipeline through Chapter 40B projects and Age-Restricted Adult Village Bylaw proposals, bringing the projected total to 579 units, or 6.4% of the year-round housing stock, assuming all of the pipeline projects reach completion. Integrating the 158 new units that have been added to the year-round stock since the 2000 census count, the total affordable units needed would increase to 349 units to meet the state's 10% goal. With continued growth in population and housing the total affordable housing units required will increase to more than 600 units based on state build-out projections.

The Task Force that was appointed by the Governor to review Chapter 40B recently issued its report with a number of recommendations. If approved, these statutory and regulatory revisions would allow the following:

- Alter the numbers of “countable affordable units” by allowing communities to double count affordable units in a homeownership development (25 affordable units in an 100-unit development would count as 50 units in the Affordable Housing Inventory). This measure would increase the number of units in Marshfield's Affordable Housing Inventory only marginally, from 361 to 364 units.
- Reduce Planned Production goals from .75% to .5% to respect a municipality's ability to increase their housing stock at a manageable pace. Consequently, those municipalities with approved plans would be able to deny comprehensive permit applications if they are producing at least .5% of the year-round housing stock on an annual basis. For example, if Marshfield was to approve approximately 50 units of affordable housing per year it would likely not be susceptible to Chapter 40B applications during that year. Current Planned Production requirements set goals at .75% of the year-round housing stock, and Marshfield would have to produce about 70 affordable units per year, based on an approved housing plan, to be in a position where it would not have to process comprehensive permit applications.
- Limit the number of units reviewed at any one time such that a zoning board of appeals could deny (or condition) a comprehensive permit application if such permits are pending during the prior nine-month period that would represent affordable housing equal or greater than 2% of the total year-round housing stock. Therefore, Marshfield would not be forced to review comprehensive permit applications at any time that totaled more than approximately 200 units.

There were many other recommendations related to improving local capacity, promoting smart growth or sustainable development, encouraging some regional sharing of credit and impacts of new development, Housing Appeals Committee reforms, etc. that, if approved by the legislature and/or DHCD, would lead to significant reforms of Chapter 40B. In addition to the Task Force recommendations, there are over 60 bills pending in the legislature regarding Chapter 40B reform.

To be counted as affordable under Chapter 40B, housing must be dedicated to long-term occupancy of income-eligible households through resale or rental restrictions. The following table presents the income limits for the affordable units based on the 2003 HUD guidelines for the Boston metropolitan area, that includes the town of Marshfield, directed to those earning at or below 80% of area median income adjusted by family size.

**Affordable Housing Income Limits
Based on 80% of Area Median Income**

Number of Persons in Household	Income Limit
1	\$43,850
2	50,100
3	56,400
4	62,650
5	67,650
6	72,650
7	77,650
8	82,700

Using these income guidelines a family of three (the average household size in Marshfield is 2.73 persons) could afford to purchase a house for no more than approximately \$200,000¹¹ and rent for a maximum of about \$1,285 a month.¹² Based on housing market information described above, such purchase prices and rents are increasingly rare in Marshfield. The current housing market is significantly limited to those earning the median income and is inaccessible to those of low- and moderate-income. Recent home sales indicate that there were 20 sales of single-family homes of less than \$200,000 during the last year and a half, none in the last half-year, suggesting that those earning at or below 80% of area median income are virtually shut-out of the current homeownership market. The condo market is where there remains some supply of affordable units with prices between \$60,000 and \$220,000. However, these more affordable condos are not included in the town's Affordable Housing Inventory as they were not produced with state or federal subsidies and do not have the required deed restrictions to maintain affordability, and therefore do not meet the state's definition of affordable.

1. Current Inventory

Of the 361 units that are considered affordable by the state, 211 units, or 58.4%, were developed through the comprehensive permit process and of these, 118 units, or 32.7%, were sponsored by non-profit organizations. All of the units are rentals with the exception of three units at Fresh Brook Way, which were created through the state's Local Initiatives Program for first-time homeownership.

¹¹ Based on 95% financing, interest of 6.5%, 30-year term and annual property tax and insurance costs of \$2,100.

¹² Assumes that a tenant should pay no more than 30% of gross income on rent and annual utility costs of \$1,500.

There are 113 units that are owned and managed by the Marshfield Housing Authority¹³ and incorporated into the Affordable Housing Inventory including the following:

- *Tea Rock Gardens*
This 64-unit project for elderly and disabled residents was funded under the state's Chapter 667 Program and developed using the Chapter 40B comprehensive permit process.
- *Grace E. Ryder*
This development also provides assisted housing for elderly and disabled residents under the state's Chapter 667 Program, including ten one-bedroom units and 23 congregate units. The Authority has encountered some difficulty leasing the congregate units because seniors have been reluctant to share bathrooms. Consequently, units have been rented to disabled clients who require 24-hour supervision including young people through the Massachusetts Rehabilitation Commission as well as seniors through the Massachusetts Department of Mental Retardation.
- *Scattered Site Units*
The Housing Authority owns and manages 16 units for families that are scattered throughout town, developed under the state's Chapter 705 Program. Six of these units are duplexes, which are located on the grounds of the Authority's Tea Rock Gardens and were developed using the comprehensive permit process.

It is important to note that the Marshfield Housing Authority has a substantial waiting list of almost 200 applicants with up to 13-year waits for available units, particularly for the family units that rarely turnover. This list includes 19 seniors who are Marshfield residents. Because of demand by Marshfield seniors, nonresidents who receive lower priority may never get access to available units. Also, approximately 40% of applicants request emergency priority due to such problems as homelessness or domestic abuse. There are a number of requests from families for three-bedroom units, which the Housing Authority cannot address because of the lack of availability of larger units.

There are another 151 units that were developed under the Federal Section 202 Program that provides supportive housing for the elderly who are 62 years of age or older and who earn at or below 50% of area median income, \$28,300 for a single individual. Financing is in the form of interest-free advances to non-profit project sponsors and the provision of rental assistance to project residents. The advances do not have to be repaid as long as the units remain affordable to very low-income seniors for at least 40 years. These projects include the following:

- *Housing for Independent Living (Prence Grant)*
This project in Marshfield Center includes 30 units owned and managed by South Shore Housing Development Corporation.
- *Marshfield Group Home for the Mentally Ill*
This project is owned and managed by South Shore Housing Development Corp. and includes 30 units for the chronically mentally ill.
- *Winslow Village I*
This project, sponsored by the First Congregational Church, involves 65 units of housing along Ocean Street. The project was recently refinanced through the Massachusetts Housing Partnership Fund that will insure the project's financial viability and affordability well into the future.

¹³ Housing that is owned and managed by public housing authorities, such as the Marshfield Housing Authority, is directed to households earning no more than 80% of area median income, however, at least 40% of new admissions must earn no more than 30% of median.

- *Winslow Village II*
This second phase development, also on Ocean Street and sponsored by the First Congregational Church, has 48 units for the elderly. The development was processed through a Chapter 40B comprehensive permit and is also being refinanced with MassHousing approving a loan under the agency's Section 202 Refinancing Program. This will preserve the project's long-term affordability while at the same time providing funds for needed repairs as well as additional services for the elderly residents. .

Another 97 affordable units were created through several other state financing programs including the following:

- *Attleboro Enterprise Group Home*
This project involves four units of special needs housing that involved financing from MassHousing (formerly the Massachusetts Housing Finance Agency) Options for Independence Program and the Facilities Consolidation Fund (FCF) coordinated by the state's Community Economic Development Assistance Corporation (CEDAC) for group homes. The state's Executive Office of Health and Human Services provided additional resources.
- *Fresh Brook Way*
This homeownership project was processed through the state's Local Initiatives Program (LIP) that is often referred to as the "friendly" Chapter 40B Program. Three of the units, or 25% of the total number of 12 units, were sold as affordable in perpetuity to first-time homebuyers.
- *Mariner's Hill*
This project includes 90 units of rental housing that was financed through the State Housing Assistance for Rental Production Program (SHARP Program) that operated in the 1980's using operating budget funds to provide shallow 15-year loans to mixed-income housing projects with at least 25% of the units set-aside as low-income. This Program was used in combination with MassHousing's tax-exempt financing.

The Marshfield Housing Partnership is following-up on additional information about units that might be eligible for inclusion in the Affordable Housing Inventory. For example, there are a number of group homes and congregate living units in town serving clients of the Department of Mental Retardation that potentially meet DHCD's definition of affordable as well a condominium project that received a comprehensive permit more than a decade ago for which no units were counted as part of the Inventory.

2. Proposed Projects

There are a number of projects in the development pipeline involving Chapter 40B comprehensive permit applications, which will create potentially another 261 affordable units if the project sponsors receive the necessary regulatory approvals. These projects include the following:

- *Marshfield Commons*
Beacon Residential Properties initially proposed a 198-unit rental project along Route 139 near the airport on a site of an abandoned drive-in theater. This project ignited a storm of protest from local residents concerning traffic and density issues in particular. The site contains almost 31 acres, 16 of which are upland, and has access to Town water and sewer services. The proposed density for the project is 6.41 units per acre based on total area size of 31 acres (12.4 units per acre based on the buildable area), less than the majority of the multi-family developments in Marshfield, however, higher than neighbors have been willing to accept. The project initially proposed 84 one-bedroom units ranging from 725 to 800 square feet, 96 two-bedroom units from 1,000 to 1,175 square feet and 18 three-bedroom units of 1,348 square feet. The development is planned to include financing from Low Income Housing Tax Credits to encourage greater

affordability. There are a total of 20 units directed to households qualifying for Section 8 rental subsidies, 20 units reserved for low-income households earning at or below 50% of area median income and 158 market units. The Section 8 supported units are projected to rent as follows -- \$740 for the one-bedroom units, \$941 for the two-bedroom units and \$1,194 for the three-bedrooms, based on HUD Fair Market Rents (FMR's) that are updated annually. The low-income units are estimated to rent from between \$526 and \$647 for the one-bedroom units, \$526 to \$760 for the two-bedrooms, and \$760 for the three-bedroom. Market rents, as with the low-income units, vary by size with respect to projected rents. Price estimates are as follows -- \$1,125 to \$1,225 for the one-bedroom units, \$1,375 to \$1,775 for two-bedrooms and \$1,900 for three-bedroom apartments.

The Town's Zoning Board of Appeals approved the comprehensive permit for 180 units, involving the reduction of one building in the project. However, the Board of Selectmen appealed the project to the Superior Court, however the parties are now close to a settlement.

- *Metuxet Woods*
Located in the Silver Pines area of Marshfield, this proposed Chapter 40B project proposes 32 units of single-family detached homes, eight of which would be sold as affordable to first-time homebuyers earning at or below 80% of area median income. The Town's Zoning Board of Appeals dictated a number of conditions to the developer's comprehensive permit application, one due to water quality issues, applying the Town's five part per million standard for Title V under its Water Resource Protection Bylaw as opposed to the state's requirement of ten parts per million. There is also an issue of right of way as the developer is relying on an old bridle path for access. The developer has appealed these conditions to the state's Housing Appeals Committee.
- *Webster Point Village*
This project, proposed by Delphic Associates, is located on the Duxbury/Marshfield line and initially proposed 107 homeownership units, 52 in Duxbury and 55 in Marshfield. The numbers that are currently being discussed for Marshfield are down to 24 units, six of which would be affordable. As is the case with the Metuxet Woods project, the water quality issues are front and center, with the Town requiring, as a condition to the comprehensive permit application, that it meet the five parts per million Town standard as opposed to the state standard of ten parts per million. The developer has also appealed the decision to the state's Housing Appeals Committee.
- *North River Village*
Delphic Associates recently filed a 24-unit comprehensive permit application to build single-family detached homes off Maryland Street, six of which would be affordable.

There are also four developments that are being proposed under the Town's Age-Restricted Adult Village Bylaw that could produce an additional 163 units of housing for residents over the age of 55, 18 of which would be affordable under the state's definition and added to the town's Affordable Housing Inventory.

If these pipeline projects are successfully completed and added to Marshfield's Affordable Housing Inventory, the total number of affordable units would increase to 579, and the percentage of the year-round housing stock that is affordable would go up to 6.4% with at least 333 additional units needed to meet the 10% state affordable housing standard. Based additionally on state projections of residential build-out in Marshfield, more than 600 affordable units will be required to meet the state's 10% goal, an extremely ambitious task.

D. Gaps Between Existing Housing Needs and Current Supply

As the above affordability analysis indicates, gaps remain between what most current residents can afford and the housing that is available. In fact the current homeownership market is substantially limited to those earning below the median income and not accessible to low- and moderate-income households, with the exception of condos.

The Buildout analysis that was performed by the state's Executive Office of Environmental Affairs (EOEA) in 1999 projected that the town of Marshfield could support at least another 3,056 housing units at the time for a total build-out of 11,483 units, assuming current zoning. The analysis projected almost 10,000 additional residents, 1,590 of whom would be school children. Infrastructure requirements to support these additional units include 741,706 gallons of water per day and 5,073 tons of municipal solid waste, 1,465 tons of which would be recyclable.

This Buildout analysis suggests that in order to meet the 10% state standard, the projected population growth would require an additional 284 units of affordable housing over and above the 333 units projected based on the 2000 year-round housing unit count and assuming all pipeline projects are approved and developed. Therefore, more than 600 units of affordable housing will be required until build-out is obtained (once again this is based on current zoning). Based on past housing construction patterns, this goal will be ambitious and will not be achieved without a considerable investment of resources and political will, if not a continued infusion of Chapter 40B projects.

It is unlikely that if this is even possible, the affordable housing that is produced will be sufficient to meet local needs. Five hundred new affordable units may not be enough to meet the existing need and demand, much less potential future needs, based on the following indicators:

- 1,180 owners paid more than 35% of income on housing;
- 553 renters paid more than 35% of income on housing (an additional 101 were not computed);
- There were 1,307 individuals and 254 families that were classified as living in poverty including 110 elderly individuals;
- More than 731 individuals claimed a disability that prevented them from working and almost 715 were 65 years of age or older;
- 497 households had incomes of less than \$10,000;
- The Marshfield Housing Authority has a waiting list of almost 200 applicants, 19 of which are Marshfield residents, with up to 13-year waits for some of the available units; and
- There are more than 4,000 households on South Shore Housing Development Corporation's waiting list for Section 8 rental subsidies, 130 who are current Marshfield residents.

There is therefore a sizable population of those who are seniors, have special needs and/or have very low incomes who have significantly reduced capacity to secure decent, safe and affordable housing. A broader range of housing options is required to meet these varied needs.

It will be a great challenge for the town of Marshfield to create enough affordable housing units to meet the state's 10% affordable housing standard as well as the needs of its existing residents, particularly in light of current constraints to new development including the following:

- *Zoning*
As is the case in most American communities, a zoning by-law or ordinance is enacted to control the use of land including the patterns of housing development. In most localities in the Commonwealth, zoning embraces large-lot subdivisions to maintain low housing densities, thus severely constraining the construction of affordable housing. While Marshfield is no exception,

with the minimum lot size of between 10,000 and 43,560 square feet, the Town has added several provisions in its Zoning By-law to allow higher densities through accessory apartments or senior housing based on specific requirements. The Town is planning to explore other opportunities to promote affordable housing opportunities through zoning amendments, which are included in this Community Housing Plan.

- *School Enrollment*

Given population growth, especially the increase in number of families, the Town of Marshfield has been challenged by expanding school enrollments. Consequently, many residents voice concerns about the prospects of building more housing that will require new schools, likely leading to increases in property taxes and concerns about where these new facilities will be located. The Task Force that was appointed by the Governor to review Chapter 40B recently issued its report that includes a recommendation to establish a new “Growth Aid” Fund to support the incremental costs of education for school-aged children in affordable housing developments that is meant to resolve this problem. There are also other bills before the State Legislature for funds to offset local expenses related to additional school-age children as a result of affordable housing development.

- *Environmental Concerns*

Most residents are aware of the town’s natural treasures and are rightly concerned about conserving the environment. The town has an active Conservation Commission and Open Space Committee to promote the preservation of open space and members are prone to raising concerns about the impacts of new development. Additionally, regulations to protect the environment (e.g., wetlands, aquifers, septic systems), significantly constrain new building activity by reducing the amount of buildable land and increasing the time and costs of new development. Marshfield has enacted a Water Resource Protection Bylaw that applies a standard of five parts per million under Title V, higher than the existing state requirement of ten parts per million. It has been this standard that has been the major stumbling block for both the Webster Point and the Metuxet Woods comprehensive permit applications.

- *Infrastructure*

Another constraint to new development in some areas of town is the issue of infrastructure. For example, Town water and sewer services are lacking in certain areas of town. These areas must rely on wells and septic systems that will continue to significantly restrict development. Community residents have also voiced concerns over the availability of roads, police and fire protection, and other Town services to accommodate new development and the implications of increased costs associated with extending these services.

- *Availability of Subsidy Funds*

Financial resources to subsidize affordable housing preservation and production as well as rental assistance have suffered budget cuts over the years making funding more limited and extremely competitive. Communities are finding it increasingly difficult to secure necessary funding and must be creative in determining how to finance projects and tenacious in securing these resources. In 2001 Marshfield approved the creation of a Community Preservation Fund with funding support from the state to support open space preservation, historic preservation and affordable housing production. These funds will make approximately \$1.1 million available per year, at least 10% of which must be directed to affordable housing activities.

- *Community Perceptions*

Affordable housing, subsidized housing, low-income housing, projects, Section 8, etc. – these terms can conjure thoughts from local residents of potential neglect that undermines property values, increased crime, and even tensions concerning class and race. If someone has not witnessed the benefits of affordable housing, images of the inner city may instead emerge. On the other hand, with soaring real estate prices, community perceptions are beginning to tilt

towards the realization that affordable housing is needed in the community. More people are recognizing that the new kindergarten teacher, the waitress at their favorite restaurant, grown children, or the elderly neighbor may not be able to afford to live or remain in the community. It is this growing awareness, as well as impending 40B developments, which are spurring communities such as Marshfield to take a more proactive stance and sponsor or support affordable housing initiatives.

E. Local Housing Organizations

The town of Marshfield has several agencies and organizations available to help support the production of affordable housing or provide housing-related services including the following:

1. Marshfield Housing Authority

The Marshfield Housing Authority was incorporated in 1970 to produce housing for low-income residents. Today it owns and manages 113 affordable housing units at two project sites including scattered site units (see Section II.C.1. above for a summary of projects). Additionally, the Marshfield Housing Authority has been managing 13 rental assistance vouchers through the Massachusetts Rental Voucher Program (MRVP). This program subsidizes the rents of qualifying households who locate units in privately owned apartments. However, the state is phasing out this program, and there are only two vouchers that are currently being used.

2. Marshfield Housing Partnership

The Town of Marshfield Board of Selectmen formed the Marshfield Housing Partnership in December 2002, to support local housing needs. The Committee is currently overseeing the preparation of this Community Affordable Housing Plan and is exploring the feasibility of a number of housing strategies to increase the number of units in the town's Affordable Housing Inventory including how the town can integrate existing privately owned affordable units in multi-family properties into the Affordable Housing Inventory and sponsor new development.

The Marshfield Housing Partnership, as a duly appointed board, will submit an annual report of their activities for inclusion in the Town of Marshfield Annual Report. This report will include a detailed analysis of the Partnership's progress toward the stated production goals of the Plan. The Partnership will present this report to the Board of Selectmen at a public meeting, and will meet with the Selectmen as otherwise necessary to keep the Town fully informed of any major projects or initiatives.

3. Marshfield Community Preservation Committee

The Community Preservation Committee has been charged with the oversight of funds to be raised through Marshfield's passage of the Community Preservation Fund through a public referendum in the spring of 2001. In September of 2000 the Community Preservation Act was enacted to provide Massachusetts cities and towns with another tool to conserve open space, preserve historic properties and provide affordable housing. This enabling statute established the authority for municipalities in the Commonwealth to create a Community Preservation Fund derived from a surcharge of up to 3% of the property tax, to be matched by the State based on a funding commitment of approximately \$26 million annually. Once adopted the Act requires at least 10% of the monies raised to be distributed to each of the three categories (open space, historic preservation and affordable housing), allowing flexibility in distributing the majority of the money to any of the three uses as determined by the community. The Act further requires that a Community Preservation Committee of five to nine members be established, representing various boards or committees in the community, to recommend to the legislative body, in this case Town Meeting, how to spend the Community Preservation Fund.

Marshfield has appointed nine members to the Community Preservation Committee, five representing existing committees (Town's Conservation Commission, Historic Commission, Housing Authority, Planning Board and Recreation Commission) and four at large members appointed by the Selectmen. The Committee expects to raise \$546,500 from Marshfield tax revenues this year to be matched by approximately the same amount by the state next year. Therefore, in addition to the \$546,500 raised this year, at least another \$1.1 million is expected to be available next year. Marshfield chose to exempt from the 3% surcharge the first \$100,000 of property value, families at or below 80% of the area median income, and elderly over 60 years with income at or below 100% of area median income.

During the spring of 2002 the Committee created a Community Preservation Plan that specified the same goals that are the basis of this Plan included in Section I.C. above. The Community Preservation Plan indicated that it will give particular attention to the under-served needs of certain Marshfield residents and specifies the option of using Community Preservation Funds to support the costs of down payments for first-time homebuyers. The Plan clearly articulates the need to "ensure that our children, our parents, our teachers, police and firefighters can all live in our town". The Plan adds finally that the Community Preservation Act "can serve as a highly effective tool in (1) providing housing for our community needs and (2) stopping developers from circumventing our zoning laws". The Marshfield Community Preservation Plan projects that current comprehensive permit applications will add another 199 affordable units to the Affordable Housing Inventory during the next several years, bringing the total number of units needed to meet the state 10% standard to 560 units or 5.5% of the total 10,153 projected year-round housing units in Marshfield.

This Plan was brought to Town Meeting in the spring of 2002 for approval. During this Town Meeting expenditures for Fiscal Year 2003 were approved including \$54,650 for community housing, 10% of the total committed resources.

4. Marshfield Planning Board

The Marshfield Planning Board, in addition to its typical regulatory responsibilities, is the special permit granting authority under the Town's recently enacted Age-Restricted Adult Village Bylaw. This zoning amendment was approved by Town Meeting on April 29, 2003 and was recently approved by the Massachusetts Attorney General's Office. The amendment applies to tracts of at least six acres in all residential zones and at least one acre in the B-1 District that incorporates affordable housing through at least one of four options – at least 10% affordable units built on-site, at least 10% affordable units built off-site through rehabilitation or new construction, donated land provided where the value of the land is equal or greater than the cost of construction or the set-aside of the affordable units, or donated funds offered of at least \$200,000 per required unit. Thus far, three projects have submitted applications pursuant to this new Bylaw.

5. South Shore Habitat for Humanity (SSHH)

Habitat for Humanity is an ecumenical, non-profit Christian ministry dedicated to building simple, decent homes in partnership with families in need. The organization has grown over the past two decades into one of the largest private homebuilders in the world with almost 1,600 U.S. affiliates and over 2,000 affiliates worldwide, including one on the South Shore that has been able to build new homes for first-time homebuyers through donated land, materials, labor and funding as well as other special financing strategies. South Shore Habitat for Humanity has produced 34 affordable homes on the South Shore with several more underway. The organization has built two homes in Marshfield and is beginning work on a third house on Edward Road. The first two homes in Marshfield did not qualify for inclusion in Marshfield's Affordable Housing Inventory. However, the Marshfield Housing Partnership is working with SSHH to obtain the necessary

agreements from the existing owners and the Town to revise the deed rider to open sales to nonresidents of Marshfield that would serve to incorporate the homes into the Affordable Housing Inventory. The third house will be developed to insure that it meets the state's definition for inclusion in the Affordable Housing Inventory by insuring that eligibility is open to all applicants, not restricted to Marshfield residents.

An indication of the local demand for affordable housing was evidenced by the number of applicants for the new homes built through the organization. The first home resulted in 200 applications, of which more than 60 families were visited, evaluated and determined as eligible.

6. Sowing Seeds

Sowing Seeds was formed in 1993 and currently incorporates the support of 200 local volunteers. As described in its mission statement, "Sowing Seeds is a network of people who share their time, ideas and special gifts providing the support to empower each person to replace darkness, despair and hopelessness with dignity and self-esteem". The organization represents an ecumenical ministry that relies solely on volunteers to help Marshfield residents in need that includes guidance on housing, employment, parenting, budgeting and legal issues as well as services related to handy-person chores, meals for the infirmed, shopping, and companionship. The organization operates out of a donated church in Marshfield Center where it also manages a food pantry and clothing bank. In addition to volunteer services, Sowing Seeds also attracts donations of funds to meet the pressing needs of local residents such as money to buy food or meet rental payments. Before the organization commits to providing services, volunteers visit applicants and assess their needs through the completion of an Intake Form.

In 1995 Sowing Seeds started taking phone inquiries. Two years later the organization analyzed these inquiries and discovered that about one-third were related to housing. The housing issues that were raised most frequently came from residents who could not afford their rent and were facing possible eviction as well as those who were experiencing great difficulties finding affordable housing. Since 1995 the organization has received 2,700 calls and it still stands that approximately one-third, or 900 calls, were related to housing.

A leading member of the organization indicated that inquiries have increased significantly since the fall of 2002. Because of this surge in requests for help, the organization has been forced to reduce the amount of monetary support it can offer any particular applicant, such as decreasing funds to purchase groceries from \$100 to \$50 or offering less money to help meet rental payments.

7. Marshfield Council on Aging

The Marshfield Council on Aging is a Town department that provides services to support the quality of life of Marshfield area elders through a wide variety of services including the operation of a Senior Center that offers social programs for seniors, an information and referral service on a wide range of issues (e.g., housing, in-home help, nursing home placement, legal matters, health care, consumer issues, and home maintenance services), community-based services to promote independent living (e.g., transportation, congregate meals, health programs, educational programs, fuel assistance, and social/recreational programs), and in-home support services (home-delivered meals, Senior-to-Senior Chore Program, and Friendly Visitor Program). The Council relies heavily on local volunteers to support its services. Also, the Council on Aging is moving its Senior Center into a new facility on Webster Street in the early fall.

The Council on Aging receives many inquiries from area seniors that are related to housing, with most of these calls related to how they can find more affordable housing options in the

community. Some elders are encountering difficulties affording to remain in their current homes and cannot locate alternative housing that is affordable, particularly if they require supportive services. There are no nursing homes or assisted living options in Marshfield, and a number of residents have had to seek alternatives outside of town. Other needs that surface during inquiries involve deferred maintenance problems, handicapped accessibility issues, and proximity to transportation and services.

8. South Shore Community Action Council

South Shore Community Action Council, Inc. is the area's community action agency that was established to serve a wide range of education, housing, health and service needs of low-income and disadvantaged area residents. The organization is based in Plymouth but has expanded during the past three decades to include a number of cities and towns on the South Shore including Marshfield. Programs include fuel assistance, Head Start, and other services directed to area families.

9. South Shore Housing Development Corporation (SSHDC)

South Shore Housing Development Corporation (SSHDC) is committed to enhancing the quality of life for low- and moderate-income people by providing decent, safe and affordable housing; helping families move forward toward economic and social independence; and assisting individuals in reconnecting within their respective communities. This non-profit housing development corporation was established in 1970 to serve Bristol and Plymouth counties in the Southeast region of Massachusetts, including the town of Marshfield. The organization has expanded its housing services over the past decades to include rental assistance, new housing development, property management, homeless assistance, housing rehabilitation, and counseling and education. It owns and manages 30 units in Marshfield Center at Housing for Independent Living, also known as Prence Grant, that it is in the process of refinancing to make improvements and maintain long-term affordability. It also owns and manages 30 units at the Marshfield Group Home for the Mentally Ill. Moreover, the organization currently manages 93 Section 8 housing vouchers to subsidize the rent of qualifying low-income households who are renting in Marshfield. Twelve of these vouchers involve elderly tenants, six of whom are disabled. Another 26 tenants are disabled (not elderly). Thirty of the Section 8 units in Marshfield have one bedroom (rents of \$700 to \$1,095), 43 have two bedrooms (rents of \$500 to \$1,375), 15 have three bedrooms (rents of \$850 to \$1,700), and five have four bedrooms (rents of \$1,400 to \$1,900). There are more than 4,000 households on South Shore Housing's waiting list, 130 who are current Marshfield residents. The state's comprehensive Section 8 waiting list has more than 20,000 applicants awaiting Section 8 assistance.

10. Road to Responsibility, Inc. (RTR)

Road to Responsibility, Inc. is a charitable, non-profit organization founded in 1988 to serve the needs of individuals with disabilities, including mental retardation. Based in Marshfield, the organization currently supports more than 1,000 persons with a staff of 400 through residential, employment, habilitation, and recreation services in 22 towns from Boston to Cape Cod.

The organization has been involved in providing housing and currently owns and manages two residential buildings in a congregate setting at the Ocean Village Motor Inn for 15 clients. RTR offers housing through lease agreements in privately owned properties as well. In regard to future plans, RTR is considering developing additional

residential units on the property they own at Library Plaza, and is beginning conversations with the state's Department of Mental Retardation.

11. Corporation for Independent Living (CIL)

The Corporation for Independent Living (CIL) is a non-profit housing development corporation that finances and builds affordable housing that is barrier free and enables individuals to live independently in community settings. Established in 1979, the organization has developed more than 400 single-family homes and 350 affordable housing units in Massachusetts and Connecticut. CIL owns and operates two group homes in Marshfield serving eleven DMR clients.

IV. PROPERTY INVENTORY

The following information represents a work in process that will be fine-tuned on an ongoing basis in coordination with other Town Boards and Committees. A map of the existing affordable housing stock, including these potential affordable housing sites, is included in Attachment 1.

A. Publicly-Owned Properties

The Town Planner and Marshfield Housing Partnership have identified four (4) parcels that are owned by the Town, which are potentially suitable for some amount of affordable housing development including:

**Town-owned Properties with Potential for
Affordable Housing Development**

Parcels	Housing Type	Map #/ Parcel #	Total Parcel Acres	Housing Acres	Projected Total # Units/ Affordable Units
Town Parcel #1 (Industrial Park parcel)	Mixed rental and ownership including units for seniors	D90-01-17 E09-01-16 E09-01-17 E09-01-18 E09-01-19	32	10	80/60*
Town Parcel #2 (Oak Street)	Condos	C15-01-04	24	10	80/40
Town Parcel # 3 (Coast Guard Hill)	Condos	113-08-14A	36	3	24/12
Total			92	23	184/112*

* Assumes half of units are rental and half are ownership; 100% of units in rental developments count towards the state-defined Affordable Housing Inventory.

The above projections were based on the following assumptions:

- Projections are based on eight (8) units per acre, however given specific site conditions it may be appropriate to lower or increase density.
- To the greatest extent possible, the Town of Marshfield has determined to develop affordable housing that will be harmonious with the surrounding community. Therefore, the Town proposes to put rental housing closer to commercial or in-town areas and homeownership units in the more outlying areas.
- The Town of Marshfield has determined that it wants to maximize the number of affordable units per project, and depending upon the project location, site conditions and economic feasibility, up to 50% of the new units will be available as affordable to the greatest extent possible. To adequately address the range of local housing needs, efforts will be taken to incorporate those with incomes of less than 60% of area median income into rental developments.
- Another housing goal is to provide housing for those along the full range of incomes, and approximately 10% of new homeownership units will be targeted to more moderate and middle income households that will enable the town to provide housing for those households earning above 80% of area median income but priced out of the current housing market. Additionally, market rate units will provide internal subsidies to help support project feasibility, which will be particularly important for sites that will incur high costs of infrastructure.
- The number of acres set-aside for housing involves an estimate of the buildable area and in recognition of town concerns for maintaining some amount of open space in most developments, including infrastructure requirements such as water and sewer treatment facilities for some parcels, and in some cases accommodating other uses on site as well (a possible school on the Oak Street site and recreational facility on Coast Guard Hill).
- Town Parcel #3, the Industrial Park Parcel, has been identified as a possible site for construction of an ice hockey rink. The Board of Selectmen was authorized to lease up to eight acres of the 32-acre parcel for this purpose. It is also anticipated that a portion of the land will be permanently protected as open space.

Additionally, with the use of Community Preservation Funds, the Town plans to acquire some private parcels largely to preserve open space. As part of this effort, the Town will insure to the greatest extent possible, that housing will be developed on a part of these parcels through cluster development that includes affordable housing. *If any of the properties identified above are finally determined infeasible or do not obtain approval from Town Meeting, it is anticipated that the projected numbers of affordable units would be met through this acquisition process.*

B. Private Properties

The Marshfield Housing Partnership has also identified privately owned properties that might be appropriate for incorporating some affordable housing development. As indicated in Section VI, the Housing Action Plan, a major strategy for producing new affordable units is the conversion of units in the existing housing stock to long-term affordability. A list of potential multi-unit properties that might be appropriate for redeveloping and incorporating affordable units, without reference to current ownership, is provided in the following table:

**Privately-owned Properties with Potential for
Affordable Housing Development**

Parcels	Housing Type	Total Land Area	Size of Units	# Existing Units	Projected Total # Affordable Units
Property #1	2-story motel	2.87 acres	28 one-bedroom units; one 2-bedroom and one 3-bedroom	30	15-30
Property #2	2-story	25,372 square feet	Three bedroom apts.	8	4-8
Property #3	3 stories including a finished raised basement	2.76 acres	Two-bedroom apts.	~25	~12-25
Property #4	Large 2-story house with 2 floors, a finished attic and unfinished basement	24,045 square feet	6 one-bedroom units	4	2-4
Property #5	2-story house with brick veneer	30,492 square feet	Two-bedroom units	4	2-4
Property #6	2-story house with mixed commercial and residential uses	1.54 acres	One 1-bedroom unit	1	2-4
Property #7	3 stories including a raised finished basement	35,395 square feet	Four 1-bedrooms and eight 2-bedroom units	12	6-12
Total				84	43-84

The Town should seek opportunities to work cooperatively with existing owners or for profit and non-profit developers and organizations to develop these properties, incorporating affordable housing. The Marshfield Housing Authority can also be an important local resource that can be involved potentially in managing properties, managing the rental subsidies and monitoring affordability. Consideration should be given where possible to adding new units to existing structures and/or demolishing existing units and replacing them with more and improved units.

In addition to the parcels listed above, it is likely that developers will continue to pursue comprehensive permit applications to produce housing that includes at least one-quarter of the units as affordable. In fact 58.4% of the affordable housing that has been built in Marshfield has used the comprehensive permit process to override zoning requirements. Town officials also expect that the new Age-Restricted Adult Village Zoning Bylaw will ensure that future development under that bylaw will set aside at least 10% of the units as affordable. It will be incumbent on the Town, primarily through the Town Planner and Marshfield Housing Partnership, to negotiate with these developers using the Housing Guidelines that are recommended in the Housing Action Plan as a tool to guide new development to more appropriately satisfy local needs and requirements.

V. AFFORDABLE HOUSING PLANNED PRODUCTION GOALS

The Massachusetts Department of Housing and Community Development (DHCD) is administering the Planned Production Program in accordance with regulations that enable cities and towns to prepare and adopt an affordable housing plan that demonstrates production of an increase of .75% over one year or 1.5% over two-years of its year-round housing stock eligible for inclusion in the Subsidized Housing Inventory.¹⁴ Marshfield will have to produce approximately 70 affordable units annually to meet these production goals. If DHCD certifies that the locality has complied with its annual production goals, the town may, through its Zoning Board of Appeals, deny comprehensive permit applications.

Using the strategies summarized under the Housing Action Plan described in Section VI.A through D., the Town of Marshfield has developed a Planned Production Program to chart affordable housing production activity over the next decade. The projected goals are best guesses at this time and based largely on the following criteria:

- At least fifty percent (50%) of the units that are developed on Town-owned parcels will be affordable to households earning at or below 80% of area median income and at least another 10% affordable to those earning up to 150% of area median income, depending on project feasibility. The rental projects will also target some households earning at or below 60% of area median income.
- Unit projections are responsive to nitrogen sensitive areas that restrict density to no more than four (4) units per acre unless water treatment facilities are built on site, an expensive proposition that restricts feasibility of smaller sites.¹⁵ In other areas the projected number of units are based on eight (8) units per acre.
- Because many of the properties identified for possible development are privately owned, production will involve projects sponsored by private developers through the standard regulatory process or “friendly” comprehensive permit process. The Town will continue

¹⁴ Massachusetts General Law Chapter 40B, 760 CMR 31.07 (1)(i).

¹⁵ All developments within the Water Resource Protection District must comply with the standards of that bylaw, including a maximum of five parts per million nitrogen-loading standard.

- to work with these private developers to fine-tune proposals to maximize their responsiveness to community interests and compliance with Housing Guidelines.
- The projections involve a mix of rental and ownership opportunities, targeting rental development closer to Town commercial centers and homeownership towards the more outlying areas. It is likely that the distribution of rental versus ownership will be fairly evenly split numerically. The Town will work with private developers to promote a diversity of housing types directed to different populations with housing needs including families, seniors and other individuals to offer a wider range of housing options for residents.

PRODUCTION GOALS 2004 -- 2014

Year 1 – 2004

Marshfield Commons = 150 units
 Metuxet Woods = 8 units
 Webster Point Village = 6 units
 North River Village = 6 units
 Age-Restricted Adult Village Bylaw projects = 10 units
 The Maples: 3 units
 Pudding Hill: 7 units
 Reserve at Mt. Skirgo: 6 units
 Subtotal = 186 units

Year 2 -- 2005

Covered under Year 1

Year 3 -- 2006

Town-owned property #1 = 60 units
 Private development such as “friendly” 40B or Age-Restricted Adult Village Bylaw developments = 20 units
 Accessory apartments = 5 units
 Inclusionary zoning = 5 units
 Conversion of existing housing stock for affordable housing = 10 units
 Subtotal = 100 units

Year 4 -- 2007

Private development such as “friendly” 40B or Age-Restricted Adult Village Bylaw developments = 40 units
 Subtotal = 40 units

Year 5 -- 2008

Town-owned property #2 = 40 units
 Accessory apartments = 5 units
 Private development such as “friendly” comprehensive permit projects or Age-Restricted Affordable Housing Bylaw developments = 40 units
 Inclusionary zoning = 5 units
 Conversion of existing housing stock for affordable housing = 10 units
 Subtotal = 100 units

Year 6 – 2009

Accessory apartments = 5 units

Private development such as “friendly” comprehensive permit projects or Age-Restricted Adult Village Bylaw developments = 20 units
Inclusionary zoning = 5 units
Conversion of existing housing stock for affordable housing = 10 units
Subtotal = 40 units

Year 7 -- 2010

Town-owned property #3 = 12 units
Accessory apartments = 5 units
Private development such as “friendly” comprehensive permit projects or Age-Restricted Adult Village Bylaw developments = 30 units
Conversion of existing housing stock for affordable housing = 10 units
Tax exemption for year-round rental units = 10 units
Inclusionary zoning = 5 units
Subtotal = 72 units

Year 8 -- 2011

New housing development in the Town Center and other areas = 30 units
Town acquisition of private property = 20 units
Private development such as “friendly” comprehensive permit projects or Age-Restricted Adult Village Bylaw developments = 20 units
Housing of nonconforming lots = 10 units
Subtotal = 80 units

Year 9 – 2012

New housing development in the Town Center and other areas = 30 units
Private development such as “friendly” comprehensive permit projects or Age-Restricted Adult Village Bylaw developments = 40 units
Housing of nonconforming lots = 10 units
Subtotal = 80 units

Year 10 – 2013

New housing development in the Town Center or other areas = 30 units
Town acquisition of private property = 30 units
Tax exemption for year-round rental units = 10 units
Housing of nonconforming lots = 10 units
Subtotal = 80 units

Total = 778 affordable units and 74 middle-income units with a total projected number of housing units created of 1,974 units, 1,504 estimated as affordable.

A summary chart of these production goals is included as Attachment 2.

VI. HOUSING ACTION PLAN

The strategies outlined below are based on the above planning studies, the context established by the Housing Needs Assessment, recent interviews with local planning and real estate professionals, and the experience of other comparable localities on the South Shore and throughout the Commonwealth. The strategies are grouped according to the type of action proposed – Planning and Regulatory Reform, Building Local Capacity, Housing Production, and Housing Preservation – and categorized by Two-Year and Five-Year Action Plans. A summary of these Housing Actions is included in Attachment 3.

A. Planning and Regulatory Reform

Housing production is contingent not only on actual development projects but on the planning and regulatory tools that enable localities to make well informed decisions to strategically invest limited public and private resources on housing creation. To most effectively and efficiently execute the strategies included in this Plan and meet production goals, greater flexibility will be needed in the Town's Zoning Bylaw, and new tools will be required to capture more affordable units and expeditiously move development forward to completion.

1. Adopt Inclusionary Zoning

Current Status: Inclusionary zoning is not currently included in Marshfield's Zoning Bylaw. This mechanism has been adopted by many communities to insure that any new development project over a certain size would include a set-aside in numbers of affordable units or funding to support the creation of affordable housing. Most municipalities that have inclusionary zoning in place, one-third of the municipalities in the Commonwealth, are reaping the rewards of these actions through the creation of actual affordable units or cash contributions to the locality for investment in affordable housing production.

Next Steps: The Planning Board has created a draft bylaw but has not yet formally submitted it for consideration and vote. The Town Planner should finalize the existing draft and submit it to the Planning Board for vote, and if approved, bring it to Town Meeting for adoption.

Timeframe: Two-Year Action Plan

This process could be accomplished within the next year, ready for vote by Town Meeting in the spring of 2005.

Resources Required: Staff time from the Town Planner. The monitoring of projects to insure continued affordability based on restrictions would be the responsibility of the project sponsor and coordinated by the proposed Housing Coordinator. All units added through such a bylaw would need to be registered with the state through the Local Initiative Program.

Projected # Affordable Units Produced: 20 units

2. Adopt Housing Guidelines for Privately Sponsored Affordable Housing Development

Current Status: "Housing Guidelines" should be adopted as a means to promote greater cooperation with private for profit and non-profit developers on producing affordable housing in Marshfield. This Community Housing Plan incorporates Planned Production goals that identify development opportunities leading to the production of at least .75% of the year-round housing stock per year or about 70 units. Legislation has been proposed to reduce this threshold to .5% or approximately 50 units, representing a more manageable target. However, both goals are ambitious and will require the Town to work more effectively with developers to boost the level of affordable housing production. To this end the Marshfield Housing Partnership hopes to be able to affect the types of housing proposals submitted through the creation of reasonable Housing Guidelines that provide guidance on the types of projects that will be acceptable to the community and therefore will more likely avoid prolonged and often litigious battles.

Housing Guidelines provide an aid to both non-profit and for profit housing developers to help them plan for residential development that will be in line with what the community seeks in affordable housing relating to scale, siting, density, levels of affordability, location and design, making “win/win” outcomes more likely. Through such guidelines the developer “wins” because there is greater predictability in what the Town is willing to approve, and the town “wins” because it gets new affordable units that meet locally established development criteria.

Marshfield’s Zoning Bylaw and land use regulations currently provide little guidance on what the Town seeks in affordable housing besides what is articulated in the recently adopted Age-Restricted Adult Village bylaw (requires a set-aside of 10% of the total project units be developed as affordable for seniors with some relief with respect to density related to type of zoning district). The silence on what the Town wants with respect to affordable housing has no doubt contributed to the often-voiced citizen complaint that the housing being proposed is inappropriate to its location and context in myriad respects, and that Marshfield is acting reactively, rather than pro-actively, to housing development. These Guidelines will contribute to a more open environment where developers who meet these development criteria can approach the Town with the expectation that they will likely be able to pursue their project through a “friendly” Chapter 40B process, working with instead of against the Town on housing creation strategies.

The draft Housing Guidelines are included as Attachment 4.

Next Steps: The Marshfield Housing Partnership should revise the draft Housing Guidelines as needed and share them with the Board of Selectmen, the Planning Board, Conservation Commission, Zoning Board of Appeals and other interested boards and committees for their review and comment. The Guidelines can then be finalized and brought before the Planning Board and/or Zoning Board of Appeals for approval.

Timeframe: These Guidelines could be revised, circulated, finalized and approved within the next year.

Resources Required: Staff time from Town Planner.

Projected # Affordable Units Produced: 170 units through private development, most likely the “friendly” Chapter 40B process.

3. Revise Accessory Apartment Bylaw

Current Status: The current Zoning Bylaw allows accessory apartments, however restricts them to existing owner-occupied, single-family residences through Special Permit within the R1, R2, R3, B1 and B2 zoning districts. There are currently about 25 approved accessory apartments. The Bylaw acknowledges the usefulness of these units and lists objectives the Town hopes to achieve through accessory apartments including:

- a. To enable homeowners who wish to remain in their homes and neighborhoods to do so.
- b. To promote more efficient use of the existing housing stock by allowing flexibility in response to changing household size.
- c. To promote affordable rental housing and homeownership for small households.
- d. To protect and maintain the character of the surrounding neighborhood.

The Bylaw also states that the Special Permit for an accessory apartment terminates upon resale, and the new owner must apply for a new approval of the Permit. Additionally, no later than January 31st of each year, each owner of an accessory apartment must recertify that they continue to occupy the home as their principle residence.

The Zoning Bylaw defines an accessory apartment as a second dwelling unit located within an owner-occupied, single-family home that is subordinate in size to the principal dwelling unit in a manner that maintains the appearance of the structure as a detached single-family home. Accessory units are helpful in meeting a number of public policy objectives. First, they enable homeowners to capture additional income, which is particularly important for elderly homeowners or single parents where such income may be critical to remaining in their homes. Also, without the flow of income from an accessory apartment, some young families or moderate-income households might not be able to afford homeownership. Second they provide appropriately sized units for growing numbers of smaller households. Third, accessory units are inexpensive ways of increasing the rental housing stock at lower cost than new construction and without significant impact on the surrounding neighborhood. And the creation of accessory units does not require additional town services such as streets or utilities or involve the loss of open space. Fourth, tenants in accessory apartments can also provide companionship, security and services for the homeowner, from shoveling the sidewalk for an elderly owner, to babysitting for a single parent. Fifth, often referred to as “in-law” apartments, they have offered good opportunities for keeping extended families in closer contact. Sixth, new accessory units typically generate tax revenue in a locality because accessory units add value to existing homes. Seventh, recently the Massachusetts House of Representatives allowed several new types of housing units to count toward a community’s 10% goal including accessory apartments constructed on or after July 1, 2002, pursuant to a local ordinance or bylaw, and “that is affordable to the occupant”. For an accessory apartment to “count” in the community’s Affordable Housing Inventory, Town staff will have to annually certify the affordability of each accessory unit to DHCD.

Next Steps: In order to promote new accessory units the Town should amend its Zoning Bylaw to permit accessory units in newly constructed dwelling units as well as to allow the development of separate buildings on lots over a certain size. There are many variations of accessory apartment bylaws that have been adopted in other communities. The Marshfield Housing Partnership can explore other bylaws and work with the Town Planner and the Planning Board on an amendment that will best meet the needs of Marshfield.

Timetable: Two-Year Action Plan

Resources Required: Staff time from the Town Planner to prepare zoning amendment and coordinate the necessary approvals. Additional time will be needed from the proposed Housing Coordinator to prepare the necessary implementation plan to insure long-term affordability of at least some of the new accessory apartments (see strategy VI.C.4. for details).

Projected # Affordable Units Produced: 20 units (this unit count is also included under strategy VI.C.4.)

4. Revise Age-Restricted Adult Village Bylaw

Current Status: Last year Marshfield amended its Zoning Bylaw and added Section 11.08, the Age-Restricted Adult Village Zoning Bylaw, commonly referred to as the Elderly Housing Bylaw. The intent of the Bylaw is to encourage the development of housing units for those over 55 years of age that incorporate at least 10% of the units as affordable to those earning at or below 80% of area median income, in exchange for some zoning relief in regard to density. The bylaw specifies the maximum number of units per acre by zoning district, the siting of the affordable units, minimum design and construction standards, and the timing of construction for the affordable versus market rate units, fees in lieu of units, marketing and community preference as well as resale restrictions. The Planning Board has been designated as the Special Permit Granting Authority, and the Marshfield Housing Authority has been designated to market the affordable units and insure their affordability over the long-term per the requirements of the deed riders. Thus far the Town has received four applications from developers involving a total of 163 units and including 18 affordable units.

Next Steps: The Town Planner should work with the Marshfield Housing Authority and the Planning Board to determine how the bylaw can be broadened to extend benefits beyond those over 55, to encourage a greater number of affordable units given Town support in securing subsidies, or whether it should be revised into a general inclusionary zoning bylaw or by increasing the required percentage of affordable units.

Timetable: Two-Year Action Plan

Resources Required: Staff time from the Town Planner to prepare zoning amendment and coordinate the necessary approvals.

Projected # Affordable Units Produced: 40 units

5. Provide Tax-Exemption on Affordable Year-Round Rental Units

Current Status: The Housing Needs Assessment included in this Community Housing Plan indicates a critical need for more affordable rental housing. Provincetown, recognizing a similar shortage, approved a property tax exemption for affordable year-round rental units. This home rule petition required state approval and was signed by Acting Governor Jane Swift in December 2002. The tax exemption will be made available to owners of housing units that are rented on a year-round basis to low-income households at rents (including utilities) not exceeding HUD limits and place appropriate affordability restrictions on the property through the Local Initiatives Program (similar to the process used in Barnstable in its Amnesty Program for accessory apartments).

Next Steps: The Marshfield Housing Partnership should explore with local officials the prospects of adapting the Provincetown tax exemption in Marshfield and try to gauge the level of local support. If substantial support for such an action is demonstrated, the Town should take the necessary steps to obtain the required Town Meeting and state approvals and then make the exemption available.

Timetable: Five-Year Action Plan

Resources Required: Staff time of the proposed Housing Coordinator to work with the Housing Partnership and other local officials in determining the feasibility of implementing this strategy in Marshfield and in coordinating the necessary approvals

towards implementation. There will also be some administrative costs associated with ongoing management to include units in the Town's Affordable Housing Inventory. Additional resources will involve the foregone taxes associated with the exemption.

Projected # Affordable Units Produced: 20 units

6. Allow Affordable Development on Nonconforming Lots

Current Status: There are parcels of land that at this time cannot be developed because they do not meet the dimensional requirements of the Zoning Bylaw such as minimum lot sizes as well as front, rear and side yard requirements. It may be that many of these parcels could in fact be suitably developed as housing. Smaller lots will encourage the construction of smaller homes under appropriate guidelines to provide some housing options that are not currently being created by the private market as starter housing or homes for empty nesters interested in reducing their living space and home maintenance.

Next Steps: The Marshfield Housing Partnership might explore what other communities are doing with respect to these undersized lots and work with the Town Planner to prepare a zoning amendment to enable these lots to be developed. One potential model is to allow such lots to be developed by Special Permit or through the Local Initiative Program, restricting the development to affordable units that qualify for inclusion in the town's state-defined Affordable Housing Inventory. This approach would need to ensure that no precedent would be set that could undermine the Town's ability to enforce minimum lot size and frontage requirements elsewhere in the community. No subsidy would likely be necessary for such development, as the lots in question would be unbuildable without such an exemption.

Timetable: Five-Year Action Plan

Resources Required: Staff time of the Town Planner to work with the Housing Partnership and other local officials in determining the feasibility of implementing this strategy in Marshfield and in coordinating the necessary approvals towards implementation.

Projected # Affordable Units Produced: 30 units

7. Waive Application Fees for Town-Supported Projects

Current Status: Many communities are waiving application fees for certain affordable housing developments, either for certain types of projects or on a case-by-case basis. Waivers are now a key to gaining funding from potentially supportive funding agencies, which, in some cases, make such waivers a pre-requisite for assistance. All regulatory fees become part of a development budget that affects the affordability of the housing produced. Waiver of regulatory fees is one area that the Town might have some capability to directly affect project costs and affordability.

Next Steps: The Town should consider promoting the affordability of housing by lending predictability to that process, making it an institutionalized part of the Town's housing efforts. The Marshfield Housing Partnership should determine what types of projects would qualify for this waiver (e.g., non-profit developers, projects that require housing subsidy funds to be feasible, projects meeting Planned Production requirements) and the projected amount of foregone revenue that would result.

Timetable: Two-Year Action Plan and Ongoing

Resources Required: Amount of fees waived in support of new affordable unit development.

Projected # Affordable Units Produced: This action is unlikely to by itself create affordable units, however, it represents a commitment on the part of the Town to support new affordable unit production that will help leverage other public and private resources for project financing.

B. Build Local Capacity to Promote Affordable Housing

In order to be able to carry out the strategies included in this Community Housing Plan and meet the Planned Production goals, it will be important for the town of Marshfield to build its capacity to promote affordable housing activities. This capacity includes gaining access to greater resources – financial and technical – as well as building local political support, developing partnerships with public and private developers and lenders, and creating and augmenting local organizations and systems that will support new housing production.

1. Conduct an Educational Campaign for Affordable Housing

Current Status: Affordable housing has become a more visible issue in Marshfield, largely as a result of the wave of comprehensive permit projects that have ignited significant local opposition. While many residents are aware of escalating housing prices and some are encountering significant difficulties affording housing in Marshfield, it is likely that most residents hold onto negative stereotypes of what affordable housing is and what it will do to their community.

On December 2, 2003, the Marshfield Housing Partnership sponsored a forum for local leaders and the public to hear the results of a recently completed Housing Needs Assessment that is a substantial component of this Community Housing Plan, in fact the context within which the Housing Action Plan and Planned Production goals have evolved. During this meeting, updated information on the erosion of affordable housing units in Marshfield was presented highlighting the current gaps between the supply of housing and local needs.

Another public forum was held on February 3, 2004, to provide information on the draft Community Housing Plan to not only get feedback on the Plan's strategies and goals, but also to offer another opportunity to showcase the issue of affordable housing in a light that demonstrates how the town can be proactive on the issue to better serve the wide range of local needs. Additional opportunities to engage the community in discussions on affordable housing and to present information on the issue are needed to dispel myths and help galvanize local support, political and financial, for new affordable housing production. These outreach efforts are mutually beneficial as they provide useful information to community residents and important feedback to local leaders on local concerns and suggestions.

Next Steps: Outreach can initially be directed to local officials and committees and then followed by more formal public efforts directed to the entire community through the local press, media and events. Additional community outreach to various local groups (e.g., churches, PTA's, women's clubs, fraternal organizations, American Legion, realtors, Chamber of Commerce, hospitality organizations, Council on Aging, etc.) can occur

through speakers or information meetings, and a newsletter or some progress report can be prepared for general distribution.

As noted above, the presentation of this Community Housing Plan offers an opportunity to showcase the issue, offering information on housing needs and proposed strategies that can help attract community support for affordable housing initiatives. It may also be useful for the Town to sponsor several forums to present the Housing Plan, opening these up to the public to better sensitize community residents and local leaders on the issue. In addition to meetings that focus on this planning effort, other public education opportunities could be coordinated by the Marshfield Housing Partnership including having representatives from other towns speak in public forums on innovative affordable housing strategies, bringing representatives from Citizens Housing and Planning Association (CHAPA) to a community meeting to provide a power point presentation on smart growth development, and organizing panel discussions on particular housing-related topics. These sessions can help build community interest, improve communication and garner support. It may also be feasible to have local banks support such an effort with financial and/or technical assistance.

Timetable: Two-Year Action Plan

Resources Required: Staff support from the proposed Housing Coordinator and involvement of the Marshfield Housing Partnership, Marshfield Housing Authority, proposed non-profit organization.

Projected # Affordable Units Produced: Unlikely to have a direct impact on actual unit production.

2. Secure and Maintain Executive Order 418 Housing Certification

Current Status: In 2001 Executive Order 418 was approved by the state to help communities plan for new affordable housing opportunities for individuals and families while balancing activities related to economic development, transportation, infrastructure improvements and open space preservation. This Executive Order has two parts:

First, the State is providing communities with up to \$30,000 in technical assistance grants to support the costs of preparing *Community Development Plans* that provide guidance regarding options for future development related to housing, economic and community development, transportation, and open space. Plans that are funded through Executive Order 418 must meet specific requirements and be certified by the state.

The second part of Executive Order 418 involves *Housing Certification* that prescribes a range of housing-related activities towards which communities must demonstrate significant progress to obtain priority when applying for various state discretionary programs administered by the Executive Office of Transportation and Construction, Executive Office of Environmental Affairs, Department of Housing and Community Development, and the Department of Economic Development. Those communities that secure housing certification will receive a 10% scoring bonus when applying for these grant programs. Additionally, communities that have not attained housing certification are not eligible to receive some discretionary grant funds administered by the four agencies that are non-competitive, not scored, and/or are accepted on a rolling basis. Bottom-line is that communities that do not have housing certification will be

significantly disadvantaged when applying for state funding making it more difficult to implement affordable housing plans.

In FY 2004 and beyond, housing certification is achieved if a community has an acceptable housing strategy based on specific EO 418 housing certification requirements and can demonstrate that new units have been created for households and individuals with low, moderate, and middle incomes. Low-income households are defined as those earning at or below 50% of area median income (\$41,350 for a family of four), moderate-income as those earning more than 50% but no more than 80% of area median income (\$66,150 for a family of four) and middle-income as those earning more than 80% and up to 150% of area median income (\$111,300). Plans must fulfill a number of requirements including quantifiable objectives for producing units by housing type for each of these income groups.

Marshfield sought and received housing certification two years ago when it required state funding assistance for the development of the senior center, but this certification subsequently lapsed. The Town is completing this documentation, including this Housing Plan, and requesting a waiver for FY 2004 new unit creation based on little new affordable unit creation this year and projected high numbers next year.

Next Steps: The Town has engaged a consultant to coordinate the housing certification process including the submission of this Plan and other required documentation to DHCD as expeditiously as possible. Within 15 calendar days DHCD will review the required certification and waiver request and announce the result of that review by posting the certification status and report on the website followed by a letter to the Board of Selectmen. DHCD may also request additional information and clarification during its review. It is anticipated that housing certification will be received in February 2004.

Timetable: Two-Year Action Plan and Ongoing

Resources Required: Future Housing Certification requests will require staff time from proposed Housing Coordinator to prepare necessary information.

Projected # Affordable Units Produced: This action affects all projects that will require state subsidies including the units produced on Town-owned property, units in Town Center and the conversion of the existing housing stock.

3. Provide an Expanded Role for the Marshfield Housing Partnership

Current Status: The Marshfield Housing Partnership's current mission is to "identify the needs of residents for affordable housing and develop strategies that are consistent with other town priorities to meet these needs." In addition to this planning effort, it will be useful to have the Marshfield Housing Partnership responsible for overseeing its implementation. Most communities have identified a local committee or partnership to coordinate the Town's housing activities. These groups are typically the first entry point for developers interested in pursuing new projects to discuss their proposals and receive input. If the Town intends to be more proactive on the issue of affordable housing and successfully meet Planned Production goals that are a key component of this Housing Plan, it will need to have some entity in place to coordinate activities and effectively communicate with other Town entities. As part of their duties, the Marshfield Housing Partnership shall convene, with appropriate notice, a public hearing to review any application for a comprehensive permit under M.G.L. Ch. 40B.

Next Steps: The Board of Selectmen should update the mission of the Marshfield Housing Partnership to reflect an expanded role in the oversight of policies, plans and programs related to housing.

Timetable: Two-Year Action Plan

Resources Required: Continued donation of time by members of the Housing Partnership including staff time from the proposed Housing Coordinator to support activities. The Board of Selectmen's office may also be able to offer administrative support to this initiative, such as posting meeting notices and maintaining minutes.

Projected # Affordable Units Produced: Unlikely to have a direct impact on actual unit production but essential for implementing the Plan to guide new housing creation.

4. Explore Establishing a Non-Profit Housing Organization

Current Status: It is not necessary, and would in fact be extremely inefficient, for every suburban community to create an organization to undertake the actual development of affordable housing. Housing development, as well as housing management, are highly specialized activities requiring the oversight of skilled professionals who have experience in moving projects through the various stages of development – planning, feasibility analysis, creating the deal and securing financing, construction, and sale or management. There are a number of communities that do have existing non-profit development organizations, but most of these organizations also recognize that the pipeline of possible projects in their own communities is relatively limited over time, and they will have to look beyond their geographic boundaries if they hope to grow and survive. The minimum a non-profit development organization needs to operate is now about \$100,000, requiring a critical mass of resources not readily available in every locality. The South Shore has a non-profit housing developer through South Shore Housing Development Corp. (SSHDC) that has been developing housing in Southeastern Massachusetts for the past 30 years and can serve the needs of a non-profit developer.

Nevertheless, in order to insure that the affordable housing is sensitive to local needs and gains the necessary political support, each community should have at least its own functioning non-profit entity with tax-exempt status to effectively broker the required resources for the project, serve as articulate advocates for affordable housing, manage the local Housing Fund (see following strategy) and become a partner to the development entity that is selected to produce the housing. Some communities, which have established these entities, are referring to them as housing trusts. These organizations are comprised of local residents who generously volunteer their free time to work on affordable housing policies, programs and projects. Most do not have paid staff.

Next Steps: The Marshfield Housing Partnership should explore what other communities are doing with respect to this issue and secure bylaws from new organizations that have been created. If a decision is reached to proceed with establishing a new non-profit organization, the Partnership should work with the Town Attorney or volunteer attorney to prepare the bylaws, elect officers, file the necessary Articles of Organization at the Secretary of State's Office to form the new corporation and submit the application for 501 (c)(3) tax-exempt status with the IRS.

Timetable: Five-Year Action Plan

Resources Required: Legal support to form organization and file application for tax-exempt status as well as necessary fees that total less than \$1,000. Staff time from the proposed Housing Coordinator to support the organization.

Projected # Affordable Units Produced: Unlikely to have a direct impact on actual unit production.

5. Capitalize Housing Trust Through an Affordable Housing Fund

Current Status: Discussions with other communities regarding the success of their affordable housing initiatives indicate that it is often critical to have accessible funds available to respond immediately and effectively to housing opportunities as they arise. Also, many of the state subsidy sources require local matches of funds either through local funds, donation of Town-owned property, or private donations.

In order to receive donations and avoid paying taxes, it is useful for each locality to have a dedicated housing fund that is managed by an entity that has received 501(c)(3) tax exemption. Some towns have established a Housing Trust to manage these funds, such as what is proposed for exploration in the above strategy. Other communities, such as Sandwich, are proposing to have the Town manage a special gift account dedicated to affordable housing.

The Town of Marshfield has already made impressive headway in securing new resources to support affordable housing production through passage of the Community Preservation Act that will enable the town to secure state matching funds to a property tax surcharge for the preservation of open space, historic preservation and affordable housing development. In addition to resources through the Community Preservation Fund, the Age-Restricted Adult Village Bylaw enables applicants to contribute to the Marshfield Housing Trust Fund in lieu of constructing and offering affordable units within the locus of the proposed development or off-site based on \$200,000 per affordable unit. Additionally, inclusionary zoning, if passed, may also provide cash resources for a wider range of possible developments that can help capitalize the Housing Trust if the developer decides to pay cash in lieu of constructing actual affordable units. There are a number of communities that have accumulated considerable cash resources through this strategy.

Next Steps: The Marshfield Housing Partnership should explore a wide range of possible fund raising options. In addition to the resources mentioned above, the Partnership should also consider private sector donations. This process of securing private support not only provides financial benefits to further capitalize the Housing Trust, but also is a vehicle for raising awareness of the affordable housing issue and generating interest and political support for affordable housing initiatives.

Faith-based affordable housing initiatives are widely viewed as effective, as reported by the organization World Vision.¹⁶ Certainly the effectiveness of Sowing Seeds in Marshfield is a testament to what a faith-based, community-wide volunteer effort can accomplish to help those in need. The Marshfield Housing Partnership can work with Sowing Seeds and the local clergy association on some additional activities that focus on

¹⁶ Shabecoff, Alice. Rebuilding Our Communities: How Churches Can Provide, Support, and Finance Quality Housing for Low-Income Families, World Vision: Monrovia, California.

affordable housing. For example, churches could be requested to contact the Housing Trust when considering the sale of any church-owned property prior to putting it on the market. Additional properties might be identified for Habitat for Humanity and special plate offerings might be considered for donation to the Housing Fund, perhaps during Fair Housing month.

Many communities are reaching out to residents for private donations of land or funds to promote housing affordability. Such contributions and the “bargain sale” of real estate could become a part of the Marshfield land ethic, but donations need to be promoted, nurtured, and facilitated. For example, a resident of Winchester purchased a house that the local non-profit rehabilitated, subsidized and sold to a first-time homebuyer. The resident received reimbursement at resale. This non-profit also coordinates an annual fund raising effort to solicit contributions to subsidize its purchase/rehab efforts from area residents. A Weston family donated a portion of their property for an affordable housing development, residents in other communities are donating land to Habitat for Humanity, and other communities are arranging for substantial federal and state tax benefits for benefactors. Bedford received an individual’s donation of two prints that were sold at auction, with the proceeds made available to support affordable housing initiatives in town.

Timetable: Two-Year Action Plan

Resources Required: Significant time of volunteers to coordinate fundraising activities with staff support from proposed Housing Coordinator.

Projected # Affordable Units Produced: This action leads to the production of units indirectly as it attracts new resources to support housing creation activities.

6. Hire a Housing Coordinator

Current Status: If the Town of Marshfield wants to assume a more proactive role in promoting affordable housing and effectively implement the range of actions included in this Community Housing Plan, it will have to augment its capacity to coordinate these activities. While most of the strategies that are included in this Plan do not by themselves involve substantial amounts of staff time from the Town Planner or other Town officials, when considered altogether they require a significant time commitment and involve some specialized expertise in housing programs, policy and development. Because the principal responsibilities of the new position will involve the oversight of the Housing Plan and staffing of the Marshfield Housing Partnership, the Housing Coordinator should report to the Town Planner.

Next Steps: The Marshfield Housing Partnership has prepared a draft job description for the Housing Coordinator position and needs to work with the Community Preservation Committee to insure that funds to cover the new position are included in the Committee’s proposal for approval at Town Meeting.

Timeframe: Two-Year Action Plan.

Resources Required: Hired at grade 12 at approximately \$50,000 annually supported by CPA funds.

Projected # Affordable Units Produced: Unlikely to have a direct impact on actual unit production but essential for coordinating the implementation of the Plan.

C. Housing Production

To accomplish the actions included in this Community Housing Plan and meet production goals, it will be essential for the Town of Marshfield to reach out to the development community and sources of public and private financing to secure the necessary technical and financial resources. The development strategies described below rely on joint ventures with developers – for profit and non-profit – to create affordable units. For example, competitive Requests for Proposals (RFP’s) are recommended for the selection of developers of Town-owned property, and also the redevelopment of the Town Center and conversion of existing multi-family housing into affordable housing rely on private developers. For profit developers continue to express interest in developing housing in Marshfield, and there are numbers of non-profit organizations that have the capacity to undertake affordable development including South Shore Housing Development Corp., South Shore Habitat for Humanity, and Road to Responsibility as well as other regional special needs development organizations that have successfully completed affordable housing projects throughout the Cape and Boston area.

In addition to the active participation of the development community, it will be important for Marshfield to actively seek support from state and federal agencies. The production of a substantial number of new affordable units will require subsidies beyond what is available through the Community Preservation Fund. If affordable housing was allocated one-third of the existing CPA funding, it could expect approximately \$360,000 annually including the state match. Beyond the support of the proposed Housing Coordinator, this amount is likely to support the creation of no more than a dozen affordable units per year, whereas the Planned Production goals project the production of about affordable 70 units annually. In addition to the state’s Department of Housing and Community Development (DHCD), other state and quasi-public agencies that have resources to support affordable and special needs housing include MassHousing, MassDevelopment, Department of Mental Retardation, Department of Mental Health, Community Economic Development Assistance Corp. (CEDAC), Massachusetts Housing Partnership Fund, and Massachusetts Housing Investment Corporation (MHIC). And because affordable housing is rarely developed without private financing, project developers with support from the Town, will need to reach out to private lenders as well.

1. Make Town-Owned Land Available for Affordable Housing

Current Status: The contribution or “bargain sale” of land owned by the Town but not essential for municipal purposes is a substantial component of Planned Production goals and will enable Marshfield to proactively launch its housing efforts. The Marshfield Housing Partnership has identified Town-owned parcels that could potentially be developed as affordable housing and has preliminarily determined – based on site conditions, local needs, location, and other factors – whether the parcel should be designated for rental or ownership, or a combination of both, including other specific project guidelines (see Section IV.A. of this Plan for the list of properties under considerations). Final conveyance of these parcels is subject to a more thorough feasibility analysis of site conditions and Town Meeting approval.

In addition to currently owned Town parcels, the Town of Marshfield anticipates that it will acquire a number of privately owned sites over the next decade for the purposes of protecting open space and developing some amount of housing, including affordable housing, through cluster development on a portion of the sites. Community Preservation

Funds would be a good source for such acquisition as the accommodation of both affordable housing and open space would serve two CPA goals.

Next Steps: The Marshfield Housing Partnership should work with other Town officials to conduct a preliminary feasibility analysis on existing Town-owned parcels, including those listed in Section IV.A., or on sites identified at a later time that might potentially include some amount of affordable housing. If this analysis indicates that housing can be accommodated, the Partnership should request approval from the Board of Selectmen and Town Meeting to designate these identified parcels for affordable housing development. It will be necessary to determine to what entity the property will be conveyed, whether the Housing Authority or Local Housing Trust (if established), or at some point directly to the selected developer, whether for profit or non-profit, via a Land Disposition Agreement. Town Meeting will need to declare the property surplus and convey it for purposes of affordable housing to this identified entity, ideally for a nominal amount.

Following the necessary approvals and transfer, the proposed Housing Coordinator should work with the Housing Partnership to prepare a Request for Proposals (RFP) to solicit interest from developers based on the Town's specific project requirements and select a developer based also on specific criteria included in the RFP. It is likely that the project will require densities or other regulatory relief beyond what is allowed under the existing Zoning Bylaw, and the Housing Partnership may be able to obtain this relief through normal channels, if community support is assured, or use the "friendly" comprehensive permit process through DHCD's Local Initiatives Program (LIP) or MassHousing's Housing Starts Program. Additionally, the Partnership will probably need to be involved in pulling together the necessary financial, technical and political support for new development. Subsidies from the Community Preservation Fund are likely to be pivotal to assuring affordability of housing units.

The major steps involved in such development are likely to include the following:

- Identify property for development,
- Conduct preliminary feasibility analysis,
- Explore technical assistance funding from Massachusetts Housing Partnership or other entity to hire a consultant to conduct preliminary feasibility analysis and prepare a Request for Proposals (RFP) for builders/developers,
- Establish project criteria (e.g., design guidelines, community preference criteria, income mix, type of financing, ownership and management),
- Secure approval from Town Meeting to declare property surplus and convey for development to incorporate at least some affordable housing,
- Prepare and issue Request for Proposals,
- Select builder/developer,
- Finalize plans and budget,
- Secure regulatory approvals,
- Secure financing,
- Conduct closing including disposition of property to builder/developer under a Land Disposition Agreement,
- Secure building permits,
- Start construction,
- Market and select tenants/owners,
- Complete construction,

- Occupy property, and
- Manage property including annual income recertification of tenants in affordable units (in the case of rentals). Monitoring of the resales in affordable homeownership projects will also be required. The Marshfield Housing Authority is currently serving as monitoring agent for the Age Restricted Adult Village projects and may be interested in serving in this capacity for additional affordable developments on a fee for service basis.

An example of a 6-acre Town-owned site to be developed through Town sponsorship as a rental project could be configured as follows:

- *Project Configuration:* Rental project at 4 units per acre with 50% of the units affordable to those households earning at or below 80% of area median income. Total of 24 two-bedroom units, at least 12 affordable units, assuming good site conditions.
- *Total Development Costs:* Assume rough total development costs per unit of \$160,000 and no acquisition costs; project would involve a total budget of approximately \$3.84 million.
- *Total Operating Expenses:* Assume total operating expenses of \$400/unit or \$115,200 annually.
- *Total Operating Income:* Assuming Section 8 rental subsidies for 12 affordable units of \$1,343 per unit (existing HUD Fair Market Rent for two-bedroom units) and market rate rentals of \$1,500, total project income would equal about \$409,392 annually. This amount could support debt of approximately \$3.9 million after operating expenses.
- *Financing Gap:* None, however without rental subsidies are a critical component.

Doubling the density and reducing the number of affordable units to 25% for example, would still not produce a financing gap if all of the affordable units have rental subsidies. Adding acquisition costs and/or not having sufficient rental subsidies, on the other hand, would create a gap that would have to be covered through a source(s) of subsidy under this scenario.

If the same site was to be developed for ownership, the following scenario is offered:

- *Project Configuration:* Homeownership project on a 6-acre site at 4 units per acre with 100% of the units affordable to those households earning at or below 80% of area median income. Total of 24 three-bedroom homes, all affordable.
- *Total Development Costs:* Assuming rough total development costs per unit of \$200,000 and no acquisition costs; project would involve a total budget of approximately \$4.8 million.
- *Projected Purchase Prices:* \$130,000 per home totaling \$3.12 million. If the purchase price were \$150,000, the total project income would be \$3.6 million.
- *Financing Gap:* There is a financing gap of \$1.68 million, or \$70,000 per unit, based on \$130,000 purchase prices and \$1.2 million, or \$50,000 per unit, with purchase prices of \$150,000. It is likely that CPA funding could cover the projected gap based on the \$150,000 sales prices, but another subsidy source in addition to CPA might be needed for lower purchase prices.

As indicated above, in addition to existing Town-owned parcels, the Town anticipates that it will acquire a number of privately owned properties over the next decade using CPA funding to preserve open space and accommodate some amount of housing, including affordable housing. As sites are identified, the Marshfield Housing Partnership should work cooperatively with the Conservation Commission and Community Preservation Committee to commit the needed resources to make the projects feasible. *If any of the preliminarily identified existing Town-owned properties are finally determined infeasible or do not obtain approval from Town Meeting, it is anticipated that the projected numbers of affordable units would be met through this acquisition process.*

Timetable: Two-Year Action Plan and ongoing

Resources Required: Staff time of the proposed Housing Coordinator to work with the Housing Partnership to prepare a Request for Proposals, coordinate the builder/developer selection process and oversee development and construction, marketing and tenant/owner selection and occupancy. In addition to costs of coordinating development, resources will be required to help subsidize the development. Comprehensive permits typically do not involve external public subsidies but use internal subsidies by which the market units in fact subsidize the affordable ones. Many communities have used the “friendly” comprehensive permit process to take advantage of these internal subsidies, to create the necessary densities to make development feasible, and to make it easier to navigate the existing regulatory system. Other communities are finding that they require public subsidies to cover the costs of affordable or mixed-income residential development and need to access a range of programs through the state and federal government and other financial institutions to accomplish these objectives. Because the costs of development are typically significantly higher than the rents or purchase prices that low- and moderate-income tenants can afford, multiple layers of subsidies are often required to fill the gaps. Sometimes even Chapter 40B developments are finding it useful to apply for external subsidies to increase the numbers of affordable units, to target units to lower income or special needs populations, or to fill gaps that market rates cannot fully cover.

It is likely that a number of financial and technical resources will be required to produce affordable units in Marshfield. Marshfield is fortunate to have Community Preservation Act funding available to support affordable housing but will also need to explore the following resources to make affordable housing development feasible in addition to the Town-owned property conveyed at a nominal price:

- Predevelopment funding from the Massachusetts Housing Partnership Fund, CEDAC, MHIC, Life Initiative, etc.
- Federal HOME Program or Housing Stabilization Fund financing of up to \$65,000 per unit administered through DHCD for a range of housing activities. These are competitive funding sources, and DHCD typically accepts proposals through two funding rounds per year.
- Possible federal financing through Low Income Housing Tax Credits to developers of affordable housing that provide significant equity into a development. The allocating agency is DHCD and there are typically two funding rounds per year. These funds are directed to rental properties solely and are extremely competitive.
- Section 202 federal financing to nonprofit organizations for the development of rental housing targeted to very low-income seniors or those with disabilities.

- Affordable Housing Program grant funding from the Federal Home Loan Bank Board, applied through participating banks.
- Rental subsidies through the Project Based Section 8 Program or individual Section 8 vouchers (this program is administered through South Shore Housing Development Corp., but the state issued too many Section 8 vouchers last year and SSHDC is unable to provide additional vouchers at this time – we expect this to be a temporary situation).
- Section 8 to Homeownership Program, enabling Section 8 subsidy recipients to access homeownership – this program is beginning to be implemented in the state.
- Additional resources that are directed solely to first-time homebuyer projects to make homeownership more affordable including the Soft Second Loan Program, Purchaser-Based HOME Program and MassHousing First-Time Homebuyer financing.
- Financing from CEDAC to support innovative forms of affordable housing including SRO's, transitional housing, limited equity cooperatives, etc. and to preserve existing affordable housing developments.
- OneSource Loan Program is a streamlined financing program offered jointly by MHIC and Massachusetts Housing Partnership Fund offering construction and permanent financing in a single package.
- LISC, a national intermediary organization, is beginning to entertain financing proposals from organizations operating in the suburban ring of Boston to support new housing development.
- Other state funding programs.

Projected # Affordable Units Produced: 162 units as well as 17 middle-income units

2. **Convert Existing Housing Stock to Affordability**

Current Status: Marshfield has a relatively high level of rental housing, relative to other comparable communities, involving almost 20% of the existing housing stock. Notably 747 units, or 7.5% of the housing stock, are located in larger multi-family structures of ten or more units. Most of these multi-family developments are privately owned and managed, some showing significant signs of age and deferred maintenance needs. While acquisition prices are high, some of these developments in town might possibly be converted to mixed-income or affordable housing.

Next Steps: Such conversion could occur through two general scenarios: First, through discussions with existing owners, it might be possible to provide sufficient incentives to enable these owners to make the necessary improvements and convert some of the units to affordable. Second, some existing owners may be interested in selling their property, and a non-profit, such as South Shore Housing Development Corp., or other non-profit or for profit developer could purchase and redevelop the property to incorporate affordable units either as rental apartments or condominiums. The Marshfield Housing Authority could also be an important resource for potentially managing properties, the rental subsidies and monitoring affordability restrictions that are guaranteed through affordable rental agreements or deed riders.

The Marshfield Housing Partnership has begun to identify possible multi-family properties that might be targeted for conversion to incorporate some level of long-term affordability as included in the property inventory above in Section IV. Prior to

contacting individual owners, the Housing Partnership should try to secure some sense of existing “as-is” market value. This may not be easy to obtain if market comparables are not readily available, but ballpark estimates will help determine a reasonable range for the costs of acquisition. The owners should be contacted regarding the possibility of working with the Housing Partnership to help them refinance their property to improve and incorporate affordability or purchase their property through another development entity. If SSHDC or other developer were interested in this initiative, it would be up to them to proceed with individual negotiations with owners. It would be important for the Partnership to stay involved to provide support, particularly in providing CPA funds and advocating for subsidy funds.

An example of a rental conversion project is as follows:

- *Project Configuration:* Purchase of a ten-unit property requiring substantial rehabilitation, to be leased to qualifying low- and moderate-income tenants with Section 8 vouchers.
- *Total Development Costs:* Assuming an acquisition cost of \$500,000 and further development costs per unit of \$120,000, total development costs per unit would be \$170,000 and total development costs for the project would be \$1.7 million.
- *Total Operating Income:* Assuming Section 8 rental subsidies for two-bedroom units of \$1,343 per month per unit, total project income would equal about \$13,430 per month, \$161,160 annually.
- *Total Operating Expenses:* Assumes operating expenses of \$400 per unit per month, or \$48,000 annually.
- *Financing Gap:* Amount left to support debt is \$113,160 annually, that could generate approximately \$1.5 million in private financing, leaving \$200,000 to be financed through grants or deferred loans, most likely through CPA, or \$20,000 per unit.

The key here, as well as with the housing creation examples above, is the Section 8 rental subsidy that provides a guaranteed and considerably higher rental income than what a low- or moderate-income tenant could otherwise afford. Another major consideration is tenant relocation that will involve additional costs.

If the same property was to be developed for ownership/condominiums, the following scenario is offered:

- *Project Configuration:* Purchase of a ten-unit property requiring substantial rehabilitation, the units to be sold as condominiums, all to qualifying low- and moderate-income purchasers.
- *Total Development Costs:* Assuming an acquisition cost of \$500,000 and further development costs per unit of \$120,000, total development costs per unit would be \$170,000 and total development costs for the project would be \$1.7 million.
- *Projected Purchase Prices:* \$100,000 per condo totaling \$1.0 million.
- *Financing Gap:* There is a financing gap of \$700,000, or \$70,000 per unit. It is likely that it would be necessary to access another subsidy source in addition to CPA to fill this gap.

If this same property was developed as mixed-income condominiums, the following scenario is offered:

- *Project Configuration:* Purchase of a ten-unit property requiring substantial rehabilitation, the units to be sold as condominiums, five of which would be targeted to qualifying low- and moderate-income purchasers.
- *Total Development Costs:* Assuming an acquisition cost of \$500,000 and further development costs per unit of \$120,000, total development costs per unit would be \$170,000 and total development costs for the project would be \$1.7 million.
- *Projected Purchase Prices:* \$100,000 per condo for the affordable units and \$130,000 for the market units, totaling \$1.15 million.
- *Financing Gap:* There is a financing gap of \$550,000, or \$55,000 per unit, which potentially could all be covered by CPA funds.

Timeframe: Two-Year Action Plan

Resources Required: Staff time from the proposed Housing Coordinator to work with the Housing Partnership and project sponsor to develop projects including support for securing subsidy funds. See strategy VI.C.1. above for list of possible funding sources.

Projected # Affordable Units Produced: 40 affordable units and 4 middle-income units

3. Pursue Housing in the Town Center and Other Areas

Current Status: Housing in business districts serves several objectives including increasing housing supply, supporting local businesses by increasing the market within walking distance, reducing auto travel for the equivalent number of households, and making business areas livelier and safer over longer periods of time. Much of the focus of the “smart growth” movement has been towards town center redevelopment to promote more efficient land use, compact development patterns, less dependence on the automobile, and a greater range of housing choices within a commercial area. Based on recent Town-sponsored planning sessions on the redevelopment of Marshfield’s Town Center, there appears to be increasing local interest in integrating housing into redevelopment strategies. There are likely to be other business areas in town where such new housing creation would also be applicable.

The Housing Needs Assessment also demonstrated the need for a wider range of housing options for local residents that included seniors wishing to down-size but with income higher than the thresholds allowed in the town’s Section 202 developments. Seniors are often interested in housing that is closer to transportation, goods and services and are a good market for “in town” housing. Another potential market includes young families and individuals who are priced out of the existing private market and would likely find living in a village setting desirable.

Next Steps: The Marshfield Housing Partnership should continue to advocate for the inclusion of new housing in any redevelopment plans of the Town Center, promoting the incorporation of affordable units. Other possible areas of town where there is the potential for mixed-use development should also be explored. It will be important to recognize the importance of providing sufficient incentives to make mixed-use, and most likely mixed-income, development economically feasible for local businesses and developers to respond. Consequently, density bonuses or zoning amendments that incorporate higher densities will be required.

Timeframe: Two-Year Action Plan

Resources Required: Staff time of Town Planner to continue to coordinate necessary planning and zoning changes for the Town Center and other areas, and potentially the hiring of a consultant(s) to guide mixed-use development efforts. Additional staff time from the proposed Housing Coordinator would be necessary to support the development of the housing component. It is also probable that subsidy funds will be necessary to make at least a portion of the units affordable to low-and moderate-income households.

Projected # Affordable Units Produced: 90 affordable units and 9 middle-income units.

4. Adapt Amnesty Program for Accessory Apartments

Current Status: The Town of Barnstable has implemented a program to enable those with illegal accessory units to come forward and receive necessary assistance to convert their units to legal use and be maintained, in the short-term at least, as affordable and eligible for inclusion in the town's Affordable Housing Inventory. This program was created in recognition of the number of illegal accessory apartments that some estimated to be approximately 100 that the Town was not able to assess at market value and might involve health and safety hazards. Barnstable has processed more than 60 units through its program. Key features of Barnstable's Program include:

- a. The property is brought up to health and safety standards with subsidies available to assist owners with these improvements. An inspector is assigned to the program from the Housing Authority.
- b. Applicants may select their own tenant provided tenants meet program requirements (within 80% of area median income). The monitoring agent regarding eligibility is the Housing Authority. When a unit becomes available, it must be listed with the Housing Authority and regional non-profit housing organization.
- c. Leases have a minimum term of one year.
- d. Each year the applicant files an affidavit with the Housing Authority listing the rent charged and the income level of the occupants to verify compliance with program requirements.
- e. The comprehensive permit is not transferable without prior approval of the Hearing Officer or Zoning Board of Appeals.
- f. Barnstable now allows applicants to use a detached structure or build a new addition to their property for the purpose of creating an accessory unit.
- g. The average processing time of an application has been two and a half months.

While Marshfield does allow accessory apartments in existing dwellings through a special permit, it is likely that numbers of illegal accessory units exist that do not meet existing requirements, potentially pose fire hazards and for which the Town is not collecting any additional tax revenue from the increased value that accessory units create.

Next Steps: The Town should consider adopting an amnesty period like the model implemented by the Town of Barnstable, whereby the owners of any illegal accessory units can secure the necessary permits to convert their units to legal use, and the town can incorporate the units into its Affordable Housing Inventory. Owners should be given the option of participating in the Program, therefore incentives need to be offered to

encourage owners to enter into a short-term agreement to maintain their accessory unit as affordable, such as property tax relief.

The proposed Housing Coordinator and Housing Partnership should adapt Barnstable's Amnesty Program to Marshfield and prepare an implementation plan. The major steps involved in implementation include the following:

- a. Adapt Barnstable's Town Ordinance for the Amnesty Program and secure approval. The intent of the Ordinance is to provide an opportunity to bring into compliance many of the currently unpermitted accessory apartments and to encourage the use of existing dwellings to create additional affordable housing. The Ordinance also states that "it is the position of the Town of Barnstable that the most appropriate mechanism for allowing for the conversion of unlawful dwelling units to lawful units is found in GL c.40B, ss. 20-23, the so-called "comprehensive permit" program. The Ordinance also creates the position of a hearing officer within the Zoning Board of Appeals to expedite the processing of applications. Hearings are held once a month.
- b. Work with the Marshfield Housing Authority to undertake the necessary inspections on a fee for service basis.
- c. Prepare materials to support implementation of the program.
- d. Determine how best to provide funding support for bringing properties up to code and support program administration with some concentration of fees, possible CPA funding, and rehab loans from South Shore Housing Development Corp. While Barnstable has set-aside funding for this purpose, only several applicants have used these funds thus far. Most of the needed improvements have been fairly minor.
- e. Establish a tax relief policy to encourage owners of accessory units to participate in the program and maintain their accessory apartments as affordable.
- f. Receive approvals to implement the program.
- g. Implement the program.

Timeframe: Two-Year Action Plan

The Amnesty Program Implementation Plan could be developed within the next year to be considered by Town Meeting in the spring of 2005.

Resources Required: Staff time from the proposed Housing Coordinator to work with the Housing Partnership to adapt Barnstable's Amnesty Program to Marshfield. The Town must determine how to access or provide funds to assist homeowners in making home improvements to bring accessory apartments up to code if necessary. Inspections and other costs related to Program administration could be covered by modest processing fees. Barnstable charges applicants \$160.00 to pay for the administrative costs and \$25.00 for each home inspection. The costs of-monitoring the Program could be supported by fees derived from participating homeowners, perhaps \$25.00 annually. Additionally, if the town were to offer tax relief to participating owners, it would forego a certain amount of tax revenue.

Projected # Affordable Units Produced: 20 units (this unit count is also included under strategy VI.A.3.)

D. Housing Preservation

Housing production is critical, but the Town also needs to be concerned that it does not lose units already counted as part of its Affordable Housing Inventory and provides resources to improve the existing housing supply.

1. Monitor Expiring Use Properties

Current Status: Based on how housing was financed and how long the affordability requirements were established, the affordable status of some current housing units are likely to be in jeopardy in the future. The current inventory of “expiring use projects” with affordability restrictions that are due within the near future is maintained on CHAPA’s web site, and this list is being updated to incorporate additional projects by Community Economic Development Assistance Corp. (CEDAC). Even if expiring use restrictions allow an owner to convert a property to market rentals, based on a recent court case, the Zoning Board of Appeals of Wellesley vs. Ardmore Apartments, the Town may still have some leverage to enforce affordability given the applicability of certain regulatory or land use controls (e.g., comprehensive permit, 121A tax agreement, ZBA variance). It will be important to monitor projects that are included in the town’s Affordable Housing Inventory and intervene if necessary to maintain affordability well into the future.

Next Steps: It is important to insure that all affordable housing units that are produced remain a part of the Town’s Affordable Housing Inventory, in perpetuity if possible. The Marshfield Housing Partnership working with the Town Planner should closely monitor developments with affordable units, and the Town should intervene if necessary to maintain the units as affordable through the courts or through purchase and refinancing if necessary. New affordable units that come into the Inventory should be designated as affordable for as long a period of time as possible and, in the case of homeownership, with resale restrictions indexed to changes in HUD’s area median income as opposed to market value.

Timeframe: Two-Year Action Plan and Ongoing

Resources Required: Staff time from the proposed Housing Coordinator. The state’s Community Economic Development Assistance Corporation (CEDAC) maintains an inventory of expiring use projects, updating it on a regular basis. This Inventory is available on CHAPA’s web site, www.chapa.org. If some intervention is needed to maintain a project as affordable, model strategies and financial resources are also available at CHAPA’s web site.

Projected # Affordable Units Produced: While this strategy is unlikely to create new affordable units, it is essential for maintaining existing affordable units.

2. Access Housing Rehab Programs

Current Status: The Council on Aging indicated that they encounter elders who need assistance in addressing deferred home maintenance needs. It is not unusual for elderly homeowners on fixed incomes to have such needs, stretching their limited funds to pay taxes and utilities. Many seniors and others with special needs require adaptations, improvements and repairs to remain in their homes. Marshfield residents might also benefit from technical and financial support in the case of septic failures and Title V compliance issues.

Next Steps: Through the community educational campaign recommended in Section VI.B.1., important information on housing improvement resources could be disseminated, both to real estate professionals, local organizations and community residents.

Timeframe: Two-Year Action Plan and Ongoing

Resources Required: The Council on Aging indicates that on occasion they receive requests from elders with repair needs (e.g., furnace, windows, roofs) that require the intervention of professionals. Under such circumstances, seniors should be referred to programs sponsored by South Shore Housing Development Corporation (SSHDC) and MassHousing for example, which provide low-cost financing for repair needs including deleading, septic systems and other home improvements. The proposed Housing Coordinator would be also available to answer inquiries, make appropriate referrals and provide community outreach on available resources.

Projected # Affordable Units Produced: Unlikely to produce new affordable units but to help seniors and others with special needs remain independent in their homes.

VII. DESCRIPTION OF USE RESTRICTIONS

As has been indicated in various sections of this Housing Plan, the town of Marshfield is committed to maintaining its Affordable Housing Inventory for as long a period as possible. Deed riders or affordable rental restrictions should assure continued affordability in perpetuity to the greatest extent possible. The resale prices included in homeownership projects should be indexed to HUD's area median income as opposed to market value to better assure this affordability over the long-term. The monitoring of the resale restrictions and annual recertification in the case of rental agreements should be the responsibility of the project sponsor who must report annually to the Marshfield Housing Authority, South Shore Housing Development Corp., or other housing organization approved by the Town.

ATTACHMENT 1

Map of Existing and Potential Affordable Housing Sites

Housing Maps Cover Sheet

Identification of existing locations of housing included on DHCD Affordable Housing Inventory (Shown in blue on Map 1)

Identification of specific sites on which Comprehensive Permit applications are to be encouraged:

The Town's Zoning Board of Appeals has recently issued Comprehensive Permits for Metuxet Woods, Marshfield Commons and Webster Point Village (Shown in blue on Map 1). Comprehensive Permit applications to convert existing housing units, especially the multi-family housing stock located primarily along the Route 139/Ocean Street corridor, would also be welcomed. The Housing Partnership and the Town Planner have met with Steve Dubuque of the South Shore Housing Development Corporation on several occasions to consider working together on such a project, and have identified several specific properties that would be appropriate for conversion to affordable projects. These properties are included in the Housing Plan. The Town will also continue to consider Comprehensive Permit applications that are consistent with the guidelines in this plan.

The Town's Planning Board has recently issued permits for several Age-Restricted Adult Village (ARAV, 55+ housing) projects including a 10% affordable component including The Maples, Pudding Hill and The Reserve at Mt. Skirgo (Shown in red on Map 1). The Board is in the process of conducting a public hearing for another proposed ARAV, Eames Brook Farm. ARAV is an allowable use, by Special Permit, in the R-1, R-2, R-3, RB, B-1 and PMUD zoning districts.

Municipally owned parcels for which development proposals will be sought:

The Housing Plan identifies several Town-owned parcels as appropriate for development of affordable housing (Shown in green on Map 1).

Identification of geographic areas in which land use regulations will be modified to accomplish affordable housing production goals:

Map 2 shows two areas in the Town of Marshfield that will be considered for overlay zoning districts to promote housing within a mix of uses including Downtown (Map 2A), where the B-1 zoning district was amended in October 2003 to allow a mixture of uses and to increase the allowable density for ARAV development; and the PMUD District (Map 2B), which was approved by voters in October 2002. The PMUD District includes ARAV as an allowable use, which requires a minimum of 10% of units to be affordable.

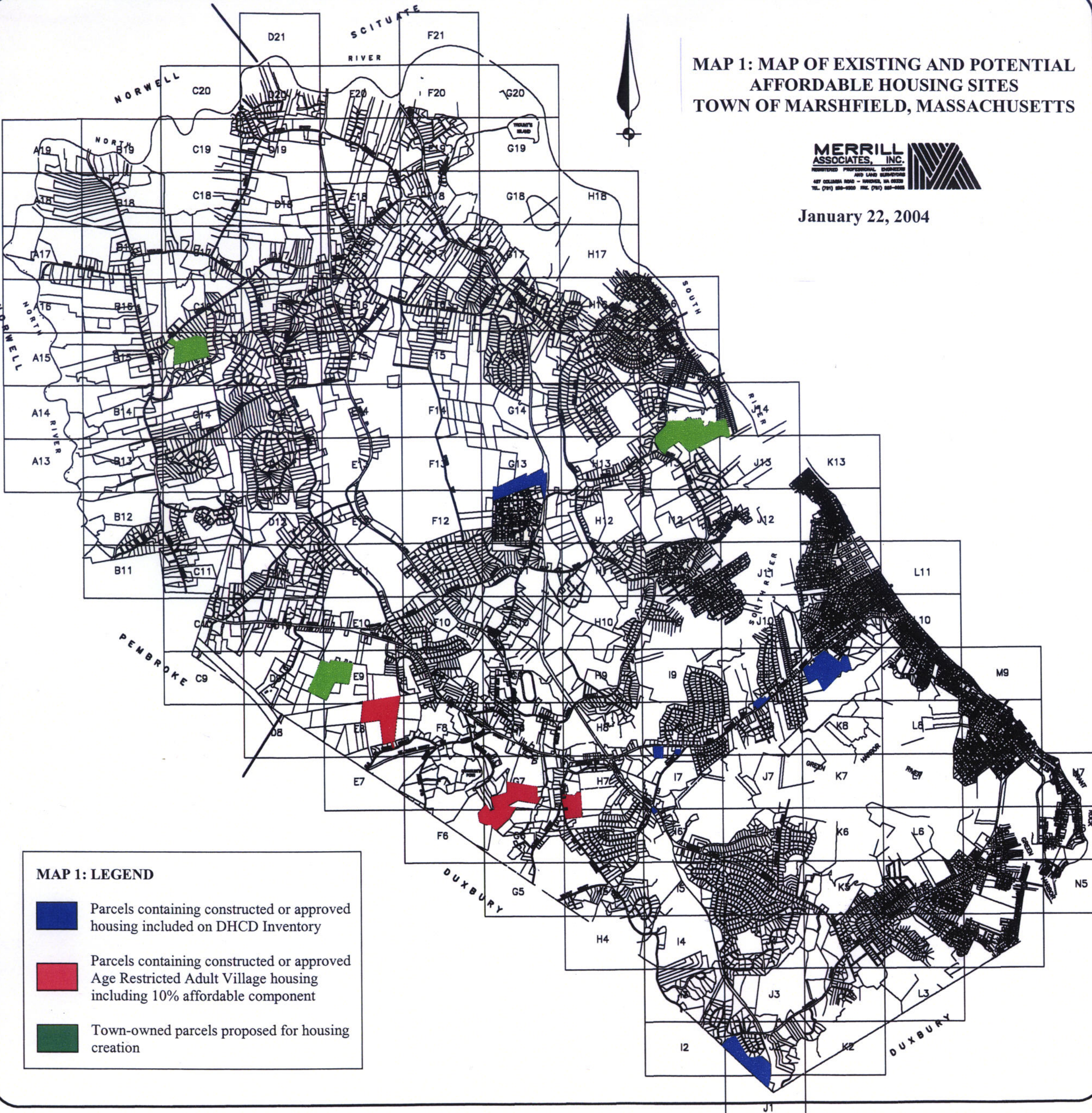
Preferable characteristics of residential development such as infill development, clustered uses, and compact development:

See text of Housing Plan.

MAP 1: MAP OF EXISTING AND POTENTIAL
AFFORDABLE HOUSING SITES
TOWN OF MARSHFIELD, MASSACHUSETTS



January 22, 2004



MAP 1: LEGEND

- Parcels containing constructed or approved housing included on DHCD Inventory
- Parcels containing constructed or approved Age Restricted Adult Village housing including 10% affordable component
- Town-owned parcels proposed for housing creation

Legend/Color	Project Name/Address	Assessor's Parcel Number
Blue	135 Main Street	G09-02-02A
Blue	17 Tea Rock Gardens	H07-04-30A
Blue	Fresh Brook Way	I06-05-14 I06-14-23
Blue	656 Holly Road	H13-02-02A
Blue	40 Parsonage Street	I07-02-05
Blue	900 Mariner's Hill	G07-02-29A
Blue	1254 Main Street	E14-02-03
Blue	1554 Ocean Street	I08-10-04A
Blue	1520 Ocean Street	J08-01-06
Blue	1717 Ocean Street	I08-02-03A
Blue	26 Parsonage Street	I08-02-08
Blue	1733 Ocean Street	I08-02-09
Blue	1390 Ocean Street	J08-01-17
Blue	755 Webster Street	I06-02-06
Blue	Marshfield Commons	K09-03-07A
Blue	Webster Point Village	J02-05-01A
Blue	Metuxet Woods	G12-30-03 G13-01-01A G13-01-07 G13-01-11 G13-01-12 G13-01-13 G13-01-14
Red	The Maples	H07-04-34A
Red	Pudding Hill	G06-01-16 G06-01-17 G07-02-01 G07-02-40 G07-02-48
Red	The Reserve at Mt. Skirgo	E08-01-11 E08-01-07 E08-01-10 E08-01-12A
Green	Town-owned Parcel #1 (Planned Mixed-Use Development)	D09-01-17 E09-01-16 E09-01-17 E09-01-18 E09-01-19
Green	Town-owned Parcel #2 (Oak Street)	C15-01-04
Green	Town-owned Parcel #3 (Coast Guard Hill)	I13-08-14A

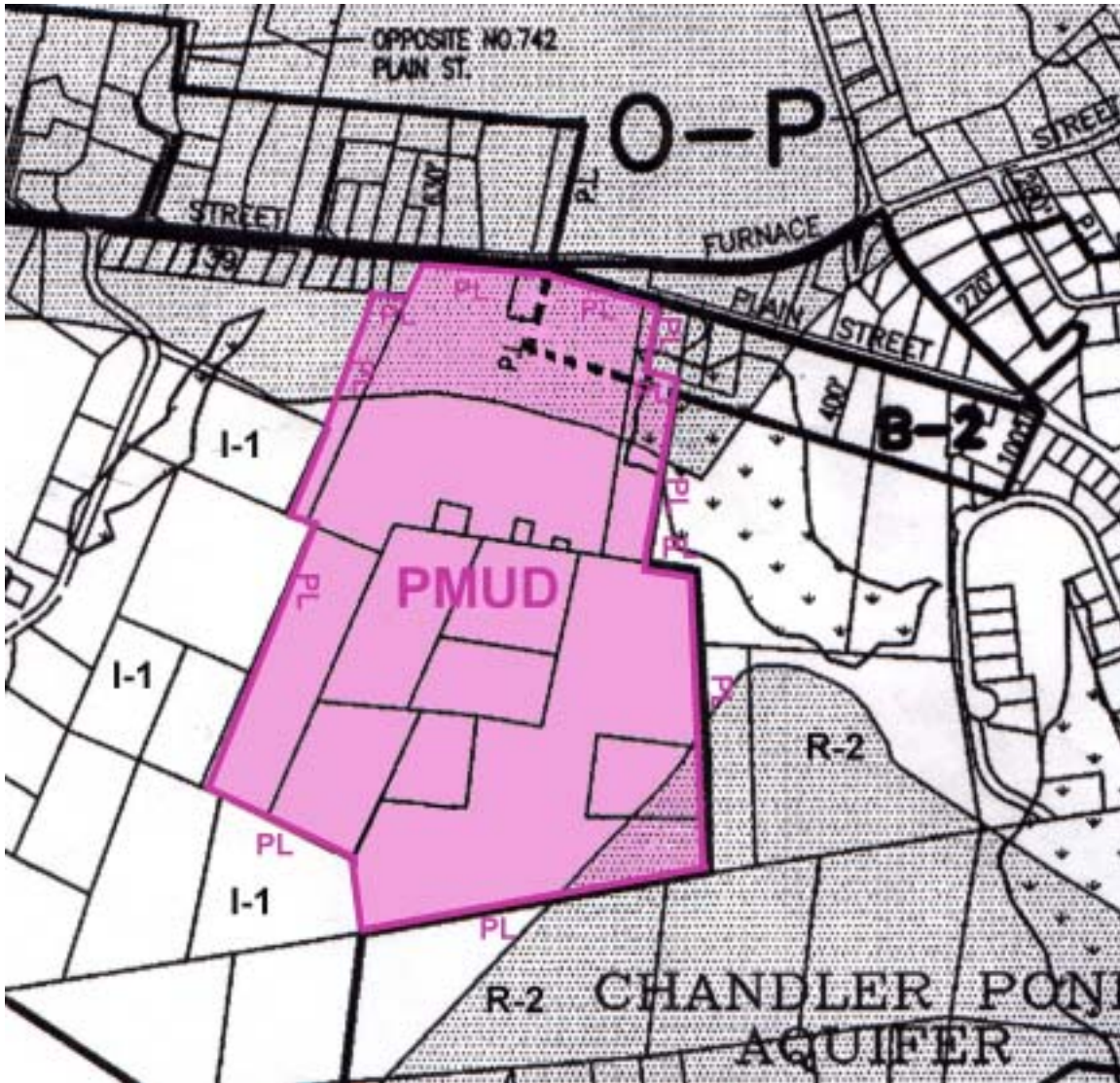
This is a detailed black and white map of a residential area in New Bedford, Massachusetts. The map shows a grid of streets including Webster Street, Leffingwell Street, and various numbered streets. Key features include Chandler's Pond, a power station, and two wells. Zoning districts are labeled: R-1, R-2, B-1, B-2, and R-B. The map also shows a railroad line and a highway (Rte 1A).



Map 2(B):

Planned Mixed-Use Development District (Existing)

The Planned Mixed-Use Development (PMUD) District was approved by voters in October 2003. The PMUD District includes Age-Restricted Adult Village (55+ housing) as an allowable use, which requires a minimum of 10% of units to be affordable.



ATTACHMENT 2

Summary of Planned Production Goals

	MARSHFIELD PLANNED PRODUCTION PROGRAM	
--	--	--

	<80% includes units eligible for inclusion in Subsidized Housing Inventory			
	>80% includes units for households earning more than 80% of AMI but less than 120%/150% of AMI			
PLANNED PRODUCTION		# Units		
		< 80%	>80%	Total
Year 1 – 2004				
	Age-Restricted Adult Village Bylaw	16	0	145
	Marshfield Commons	150	0	150
	Metuxet Woods	8	0	32
	Webster Point Village	6	0	24
	North River Village	6	0	24
	<i>Subtotal</i>	<i>186</i>	<i>0</i>	<i>375</i>
Year 2 – 2005				
	Covered under Year 1			
Year 3 – 2006				
	Town-owned Property # 1	60	6	80**
	Private development	20	2	60/20*
	Accessory apartments	5	5	10
	Inclusionary zoning	5	1	50
	Conversion of existing housing	10	1	20
	<i>Subtotal</i>	<i>100</i>	<i>15</i>	<i>220/180*</i>
Year 4 – 2007				
	Private development	40	4	120/40*
	<i>Subtotal</i>	<i>40</i>	<i>4</i>	<i>120/40*</i>
Year 5 – 2008				
	Town-owned Property # 2	40	4	80
	Accessory apartments	5	5	10
	Private development	40	4	120/40*
	Inclusionary zoning	5	1	50
	Conversion of existing housing	10	1	20
	<i>Subtotal</i>	<i>100</i>	<i>15</i>	<i>280/200*</i>
Year 6 – 2009				
	Accessory apartments	5	5	10
	Private development	20	2	60/20*
	Inclusionary zoning	5	1	50
	Conversion of existing housing stock	10	1	20
	<i>Subtotal</i>	<i>40</i>	<i>9</i>	<i>140/100*</i>
Year 7 – 2010				
	Town-owned Property #3	12	2	24

	Accessory apartments	5	5	10
	Private development	30	2	90/30*
	Conversion of existing housing	10	1	20
	Tax exemption for year-round rental units	10	0	10
	Inclusionary zoning	5	1	50
	<i>Subtotal</i>	<i>72</i>	<i>11</i>	<i>204/144*</i>
	Year 8 – 2011			
	New development in Town Center or other areas	30	3	105**
	Town acquisition of private property	20	2	40/20*
	Private development	20	2	60/20*
	Housing on nonconforming lots	10	0	10
	<i>Subtotal</i>	<i>80</i>	<i>7</i>	<i>215/155*</i>
	Year 9 – 2012			
	New development in Town Center or other areas	30	3	105**
	Housing on nonconforming lots	10	0	10
	Private development	40	4	120/40*
	<i>Subtotal</i>	<i>80</i>	<i>7</i>	<i>235/155*</i>
	Year 10 – 2013			
	New housing in Town Center	30	3	105**
	Tax exemption for year-round rental units	10	0	10
	Housing on nonconforming lots	10	0	10
	Town acquisition of private property	30	3	60/30*
	<i>Subtotal</i>	<i>80</i>	<i>6</i>	<i>185/155*</i>
	TOTAL	778	74	1,974/
				1,504*
	*Assumes # units in rental projects/# units in homeownership			
	Also assumes an average of one-third of units affordable given Housing Guidelines/ARAV			
	**Assumes even distribution of rental vs. ownership units in total # units.			

ATTACHMENT 3
Summary of Housing Actions

MARSHFIELD HOUSING ACTIONS

Lead Parties

S Board of Selectmen

P Town Planner/Planning Board

HP Housing Partnership HC Proposed Housing Coordinator

Actions			Timeframe		Lead Parties
			Two-Year	Five-Year	
A.	Planning and Regulatory Reform				
	1	Adopt inclusionary zoning	x		P
	2	Adopt housing guidelines	x		HP/P
	3	Revise accessory apartment bylaw	x		P
	4	Revise Age-Restricted Adult Village Bylaw	x		P
	5	Provide tax-exemption on year-round rentals		x	HP
	6	Allow development on nonconforming lots		x	P
	7	Waive application fees	x		HP/S
B.	Build Local Capacity to Produce Affordable Housing				
	1	Conduct Educational Campaign	x		HP/HC
	2	Secure and maintain EO 418 certification	x		HC
	3	Provide expanded role for MHP	x		S
	4	Establish Non-profit Housing Organization		x	HP/HC
	5	Establish Affordable Housing Fund	x		HP/HC
	6	Hire Housing Coordinator	x		HP/S
C.	Housing Production				
	1	Make Town-owned land available	x		HP/S
	2	Convert existing housing to affordability	x		HP/HC
	3	Pursue housing in Town Center	x		HP/P/S
	4	Adapt Amnesty Program for accessory apartments	x		HP/P/S
D	Housing Preservation				
	1	Monitor expiring-use properties	x		HC
	2	Access housing rehab programs	x		HC

ATTACHMENT 4
Draft Housing Guidelines

MARSHFIELD HOUSING PARTNERSHIP

DRAFT HOUSING DEVELOPMENT GUIDELINES

The following Housing Guidelines have been developed by the Marshfield Housing Partnership for inclusion in its Community Housing Plan. These Guidelines reflect project characteristics that are likely to be welcomed by the Housing Partnership for further discussion and negotiation in regard to developments that incorporate affordable residential units outside of the Age-Restricted Adult Village Bylaw, which has its own regulations.

- **Affordability**

The Housing Needs Assessment that is part of the Marshfield Community Housing Plan indicates housing needs across the full range of incomes including families, seniors and others with special needs. Even households earning at the median income level are finding it difficult to afford housing in Marshfield. While the actions in the Housing Plan focus housing production on those households with incomes at or below 80% of area median income, the Plan takes into consideration mixed-income developments for a number of reasons. First they minimize the stigma that can be identified with a housing development that is exclusively limited to low- and moderate-income units. Second, they allow for the creation of internal subsidies that cover at least some of the costs associated with producing the affordable units such that the market units cross subsidize the affordable ones. Consequently, Housing Guidelines incorporate different income tiers to better serve the diverse needs of the community.

Town-Owned Property

Homeownership Developments

At least 50% of the units should be affordable to those earning at or below 80% of area median income with sales prices below maximums to offer a sufficient “marketing window” for first-time homebuyers. At least 10% of the units should be directed towards households earning between 80% and 150% of median income to cover the needs of moderate- and middle-income households who are priced out of the current housing market.

Rental Developments

At least 50% of the units should be affordable to those earning at or below 80% of area median income with some of these units targeted to those earning less than 50% or 60% of median income to reach low-income households. Another 10% of the units should be directed to those earning between 80% and 150% of area median income to address housing needs of those moderate- and middle-income households who are priced out of the current housing market.

Privately Owned Property

Homeownership Developments

For homeownership projects of less than ten (10) units, units should be targeted solely to households earning at or below 80% of area median income. For homeownership projects of ten (10) units or more, allow for the inclusion of at least 40% of the units reserved for those earning at or below 80% of area median

income and at least another 10% to those earning above 80% of median income but at or below 150% of area median income to address range of housing needs.

Rental Developments

Promote mixed-income communities for rental projects and whenever feasible, with the inclusion of Community Preservation Funds or other subsidy funds, increase the level of affordable rental units to 40% of total housing units targeted to those earning at or below 80% of area median income. Projects that set-aside units for low-income households earning less than 60% of area median income or more moderate- and middle-income households earning up to 150% of area median income will receive priority consideration.

- **Unit Mix**

Based on a distribution of needs by seniors, starter households, families, and special needs populations, developments shall strive for an overall equal distribution of one, two and three bedroom units with the inclusion of some four-bedroom units in family developments. Marshfield needs both new affordable homeownership and rental opportunities for its seniors and families.

Elderly Housing:

Mix of one and two-bedroom units, of which 10% shall be barrier free and accessible for the wheelchair bound.

Family Housing:

Mix of two and three-bedroom units with at least 5% of units including 4-bedroom apartments.

Special Needs Housing:

Mix of efficiencies and one-bedroom units with allowance of shared living facilities such as congregate units and group homes.

- **Design Criteria**

Development projects should be designed to be harmonious in appearance, construction, and quality of materials with the other units in the development and with the surrounding neighborhood. It is important that new development contribute to the historic, small town character of Marshfield. Affordable units should be integrated and dispersed throughout the development and subsidized and market rate units should not be distinguishable from the exterior.

Appropriate recreational facilities should be provided, pedestrian access and bike path required, and vegetation buffers required for projects of more than 30? units.

- **Location**

The Community Housing Plan emphasizes the distribution of affordable housing throughout the town of Marshfield in an attempt to avoid unnecessarily high impacts from new development in any one neighborhood. Another objective is to look for affordable housing opportunities that will minimize impacts on the built or natural environment such as the refinancing and redevelopment of existing housing, the creation of accessory apartments, or the redevelopment of those areas of town most accessible to transportation, goods and services such as the downtown and other commercial corridors and business centers. The Plan also acknowledges that growth will put greater burdens on limited public services, including schools, and future growth will most likely cause some schools to experience greater burdens than others. Bottom-line is that any

proposed affordable housing development should be appropriate for residential use in terms of its zoning, utility availability, accessibility and adjacent land uses.

- **Size and Density**

The density of a particular development should relate to its location in the community whether it is in a residential zoning district, a business district or in an area that is relatively separate from the surrounding neighborhood. In all residential districts (R-1, R-2, R-3 and RB) the total number of proposed dwelling units within the development should not exceed four units per upland acre to comply with these guidelines. In all other districts (OP, B-1, B-2, B-3, B-4, I-1, and A) the number of proposed dwelling units within the development should not exceed eight units per upland acre. Additionally, structures may be built up to three stories in all zoning districts. These Guidelines encourage the use of triplexes and quadplexes and discourage structures with more than six units per building.

- **Open Space and Landscaping**

The project should incorporate open space of at least 15% of the parcel, and to the greatest extent possible based on the size of the parcel, this open space should be set aside as common land and maintained by a homeowners association or the owner of the property. All projects must also include proper landscaping such as grass, trees and shrubs, insuring the same number and quality of items for all units in the development, including the affordable units. Cluster development is encouraged for larger projects of more than 20? units?

- **Parking**

Each dwelling unit in a development targeted to seniors must include one parking space and in developments targeted to families, two parking spaces must be provided.

- **Environmental Concerns**

Avoid targeting development projects to areas that are ecologically sensitive and will degrade nearby conservation land and comply with the Town's bylaw on nitrogen loading such that the concentration of nitrate – nitrogen resulting from wastewater disposal, animal waste, runoff and fertilizer application – when diluted by rainwater recharge on a subject property as a whole does not exceed five (5) parts per million. Also, developers should be prepared to address the impact of the traffic created by the development.

- **Marketing**

Marshfield's Zoning Bylaw states that affordable housing should be marketed through the Marshfield Housing Authority, South Shore Housing Development Corp., or other housing organization approved by the Town. The Elderly Zoning Bylaw specifies that the Marshfield Housing Authority will undertake project-marketing activities.

- **Affordability Restrictions**

Deed riders or affordable rental restrictions should assure continued affordability in perpetuity to the greatest extent possible. The resale prices included in homeownership projects should be indexed to HUD's area median income as

opposed to market value to better assure this affordability over the long-term. The monitoring of the resale restrictions and annual recertification in the case of rental agreements should be the responsibility of the project sponsor who must report annually to the Town's Housing Coordinator or other housing organization approved by the Town.

- **Management**

The professional management of new rental housing is critical to the future viability of the development and the management entity must have a proven track record and be approved by the Town of Marshfield. If the proposed project sponsor does not have this expertise, it should contact the Marshfield Housing Authority to undertake property management functions.